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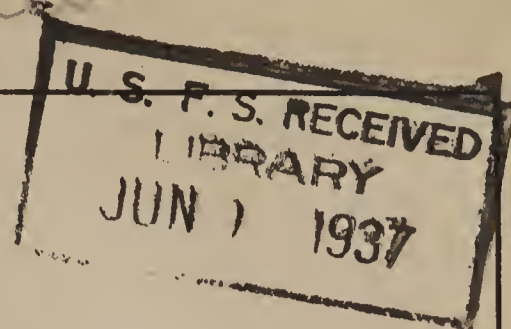
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**HANDBOOK**  
**ON**  
**PERSONNEL MANAGEMENT**  
**AND**  
**PROCEDURE**

**PART 1**



**1932**

**UNITED STATES FOREST SERVICE**  
**REGION FIVE**



## PREFACE

As a result of the Supervisors' Meeting of 1931 the Region received a number of valuable reports containing recommendations that go a long way toward building up and strengthening Regional personnel. These reports deal with individual phases of personnel management and thus can not wholly convey the atmosphere of policy development, vision and humanness that pervaded the meeting. Much that was said was as valuable or perhaps more so than what appeared later in written form.

This handbook is a compilation, largely built around the reports mentioned above. The compiler has merely furnished a little mortar to cement the various parts together to make the structure a whole.

When looking for material other than that supplied by the Supervisors, good fortune through the person of Professor Benjamin E. Mallory of the University of California made available a book issued by the Navy Department, "Naval Leadership", which furnishes the model for the chapter on Leadership. It has proved a constant inspiration. This book has been freely used. Many passages have been taken verbatim, others have been paraphrased to fit Service purposes and further indebtedness exists for ideas it has suggested.

Opportunity is taken here to express appreciation for the suggestions and assistance so generously given the compiler by Professor Mallory and Messrs. Cary L. Hill and John R. Curry of the California Forest Experiment Station. Further appreciation is due the many others who accorded him their advice and encouragement.

May 30, 1932

PAUL P. PITCHLYNN.

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## PERSONNEL MANAGEMENT AND PROCEDURE

### REGION FIVE

#### PART ONE\*

#### INTRODUCTION

No field of endeavor carries greater challenge to ability than the handling and welding together of human beings into an aggressive, inspired organization working whole heartedly in a common cause.

An organization cannot rise above the level of its members. The furtherance of its cause, the attainment of its objectives, are therefore entirely dependent upon the type of individual brought into membership and the manner in which he is handled as a member. Since this is true then those responsible for the work of others have no higher duty than the proper selection, training, placement and development of their subordinates.

No note of formalism or of rigid formula should enter into any plan for handling human beings. "For in leading men one is ever confronted with that greatest variable, the human individual." However, there can be a theory of the art of handling men and there can be an application of principles of proved value in personnel management.

A knowledge of principles alone will not make a successful leader, but study, principally study of self, and wise application of these principles will assist materially in the development of ability in leadership. Success in leadership can only be secured through the possession of those personal qualities requisite for handling men, appreciation of the value of morale, and maintenance of that discipline which makes for expansion, not restriction, of the individual's capacities.

A statement of principles only in this handbook is not sufficient. Procedure for their application is also necessary. Endeavor is therefore made to bring both together.

Have you ever given much thought as to just why the public has on a number of serious occasions given the Service its unqualified backing? We know that without that backing the Service, as it is, would not be existing today. Hasn't this endorsement been given in appreciation of the spirit of public service that animates the organization? And in turn, how long would that spirit endure without leadership of high order?

Such leadership has the quality of attracting and holding individuals of sufficient calibre to measure up to the high standards established for the organization. Those of lesser clay sooner or later drop by the wayside.

Do the lands and resources in the National Forests automatically and by natural means so administer themselves as to meet public needs? They do not. Let's look at it from this standpoint: Millions of acres of public domain are now without any form of proper control. Set aside over night some 2,000,000 acres and call it a National Forest. Even before a single

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\*The handbook will be issued in sections.

Forest Officer sets foot on it this area would secure distinction. The sheer weight of Forest Service prestige would do this. We know what would happen when the Forest force arrived on the ground. An era of order would follow. Some naval man once said "Men fight, not ships". Can't we say pretty much the same thing—that trees and mountains and water don't make National Forests, men make them?

These statements are not made in self-praise or in an attempt to build up our own esteem. On the contrary, they are made to show the fineness of the heritage entrusted to us by those who built the foundation of the Service and how necessary it is that we continue to cherish the tradition of service and the splendid human relationships that make the organization what it is.

It is the hope that this handbook will serve as a guide to the most important, difficult and interesting branch of Ranger District and National Forest administration—that of handling human beings.

## CHAPTER I.

### LEADERSHIP

According to the dictionary a leader is "one fitted by force of ideas, character or genius, or by strength of will or administrative ability to arouse, incite or direct men in conduct and achievement". Leadership may then be termed the art of arousing, inciting or directing men in conduct and achievement.

Here is a good place to ask ourselves how *we* rate as leaders. It may pay to continue asking that question as each division on the following measuring stick is reached.

In a farflung organization such as that of the Forest Service it is manifestly impossible for Supervisors to oversee the work of individuals and for District Rangers to have immediate control of their Guards. It is essential, therefore, that great reliance be placed on the loyalty and abilities of subordinates who are far from the personal and direct supervision of their superior officers. To win this loyalty and to develop these abilities can be accomplished by only one thing—*leadership*.

The statement that leaders are born and not made is true to some extent. The born leader has less need for a study of leadership than those less gifted. Most of us who carry the responsibility for leadership, however, feel the need for a better knowledge of those practices that have been found necessary in the successful handling of human kind.

Important as funds, equipment and tools are, we must never for a moment give them a higher rating than our men. for after all, use of all these is in the hands of these men. Concern about projects and allotments at times tend to blind us to the more pressing need of working with and developing the men for whose work we are responsible. We must keep in mind that *our* success or *our* failure will depend inevitably upon *our* ability to manage, to *lead* these men. That, after all, is our real job.

"There is no royal road to leadership. It demands not only a superior ability, but hard work, sincere living, and a high regard for justice and individuality. There can be no question that careful attention to these matters and persistent attempts to embody such characteristics in one's own life and work will greatly improve one's leadership and influence."

In applying the principles of leadership no better precept can be given than to "do unto others as you would have them do unto you."

QUALITIES NECESSARY FOR LEADERSHIP—"A Forest Officer and a gentleman." We hear the phrase when some unfortunate has been removed because he failed to measure up to what the expression signifies. We can agree that a Forest Officer must embody those personal qualities of character needed to constitute a man of honor, justice and truth.

Now for this measuring stick. It is quoted from "Leadership" written by Major A. H. Miller of the U. S. Army. "An enumeration of the best attributes in character and personality of all of the great leaders would include—simplicity, earnestness, self-control, assiduity, common sense, judgment, justice, enthusiasm, perseverance, tact, courage, faith, loyalty,

acumen, truthfulness, honor. These might well be called the sixteen points of leadership. The extent to which they are ingredients in the character and personality of a man determines his value as a leader. They are not arranged here with any intent to give priority to their relative values; any such attempt would probably produce a result which would be a debatable subject among psychologists and students. Their relative importance would prove an interesting theme. They are food for much thought, discussion, and practice. Also, they are the basis and foundation for all worthy or lasting leadership. The importance of an understanding and an appreciation of them, as well as a knowledge of the lives of the men in which they have stood out by all men who aspire to be good leaders can not be over-emphasized. Like so many blocks they can be built by the individual into a structure of his own designing. Or he can measure the structure he has already built, within and about himself, by the one he would build, keeping that constantly before him as the engineer does his blue print".

Suppose we discuss these points of leadership briefly so that we may give them a common interpretation.

(1) SIMPLICITY. "Simplicity, or being human, is a sign of greatness". Haven't you noticed that the bigger the man the easier your dealings with him? An incident that happened a few years ago comes to memory. Three Forest Officers had occasion to call on an officer high in the ranks of a nationally known corporation. The visit was in connection with the settlement of a fire case. After some general conversation regarding the situation this official called for the cooperative agreement which was to be the basis for settlement. During this preliminary conversation the difference between the attitude of this man and his secretary was noticeable. The secretary appeared to have more first hand knowledge of the case than his superior, and was inclined to become argumentative whether the corporation should pay what the Service requested, taking advantage of any seeming obscurity of language in the written agreement. The official was inclined to hear more of the Service side before entering into a discussion of merits of the question from the company's side. When the agreement was read the official laid it down and said, "Gentlemen, under the terms of the agreement the Company has no option other than to pay what you ask." All had the feeling that in this particular instance the Company was getting the worst of it. But one wonders if the secretary with his small, argumentative attitude would have gotten as far with the Service men in the compromise as did his superior with his tolerance and broadness of viewpoint. It was a fine display of simplicity and directness, which was not lost upon the Forest Officers. Let's practice simplicity—be tolerant, human, broad gauged. We get a glow when we leave a discussion feeling that we have been as big or bigger in our attitude than the other fellow. Artists use the expression "tight" to describe a painter who fills his picture with small detail that detracts from the picture itself. Don't let's be "tight". Let's make our strokes broad and simple. Simplicity is the antithesis of smallness.

(2) EARNESTNESS. Earnestness is sincerity of effort and is akin to enthusiasm. Serious mindedness is not necessarily earnestness. One can be earnest in play. Earnestness is the opposite of apathy and halfheartedness. It is contagious like enthusiasm and when possessed by the leader

usually permeates his force. When your men see that in your earnestness and zeal *your* Forest or *your* Ranger District comes first in your thoughts they will respect you for it and according work all the harder. Indifference to the job and to the interest and welfare of subordinates will have the opposite effect; you will lose their support and secure mediocrity of effort.

(3) SELF-CONTROL. Did you ever see a man lose control of himself on a fire? If you have you have also seen him lose the respect of others and some of his control over his men. It doesn't have to happen on a fire, however. That result happens wherever loss of self-control occurs. A Forest Officer must possess self-control. It is the secret of control over others.

"Strength of character consists of two things (quoting F. W. Robertson) power of will and power of self-restraint. It requires two things therefore, for its existence—strong feelings and strong command over them. Measure a man by the strength of the feeling he subdues, not by the power of those which subdue him."

The man who maintains control over his emotions, who keeps self-possession, presence of mind; the man who is not affected by excitement among those about him, is the one always called in an emergency. On large fires we owe this control, these qualities, to the men under our direction, as well as to the Service and ourselves.

"The man who loses his temper, who flies off the handle, who blames his subordinates—merely betrays his impotence, his inability to retain mastery over his own emotions and proves his incompetence to assume control over other men, and at the same time he makes an ass of himself."

"Never shout, nag, taunt, or be vindictive. The higher the note the less control you have over your men. When you scream you have none."

Remember that on the fire line, when an officer loses control of himself, more often than not it is the badge and not the man that exerts authority afterwards.

(4) ASSIDUITY. While closely related to energy and perseverance it means something else. It means also application and diligence—hard work. Doesn't the word somehow or other suggest Theodore Roosevelt? If there was ever one that could be called assiduous he certainly was. A politician, a historian, an explorer, a naturalist and a great leader.

Only too often upon securing permanent employment Forest Officers no longer feel the need to keep up the learning process. The wide field covered by Service work makes possible plenty of professional reading, entertaining as well as instructive. Present day demands of the job require such reading and study to keep astride with the parade.

COMMON SENSE, JUDGMENT, AND ACUMEN.—"Common sense and judgment are kindred virtues. No man can survive the test of leadership unless he possesses them in a relatively marked degree. There can be no hard and fast rules for handling men. Each leader must solve his own problems in his own way." We wouldn't get the "kick" out of handling our subordinates and handling fire fighters if we followed a cut and dried scheme. Common sense and judgment are as essential in handling the day by day routine as in the handling of big fires and other emergencies. It is

not common sense to nag and criticise a subordinate after we have learned that personal limitations are such that no hope exists of getting him to rise to higher standards. It is not common sense to retain him either, but it is common sense to replace him. His retention merely establishes his level as our standard. Is a lowering of standards evidence of leadership? All right, Mr. Forest Officer! Think of your force. Are you having them consistently measuring up to your standards? Where you are not you are failing in leadership. Don't, however, mistake poor and inadequate training or lack of stimulation on your part for inability on the part of subordinates. We are inclined to do that sometimes.

"Acumen is the quality of keenness of perception, discernment, deduction, and discrimination." It is the ability to sense and analyze a situation, to reach a decision quickly and correctly.

As an illustration. Some years ago a Forest Officer was given 40 men with which to construct some mile and a half of line. Having no other Forest Officers or trained men to assist him he was forced to select as best he could crew leaders from his gang of pick ups. One of the crews seemed to be delaying the work of those behind. Incidentally, the line was being cut through brush from 8 to 12 feet high and it was thick. After a little observation he noticed that one of the members of this crew, a husky young fellow of I. W. W. tendencies was responsible. He was endeavoring in various ways to retard progress. His efforts and the partial success he was making indicated that he possessed some elements of leadership. The Forest Officer called him up the line and the following conversation took place:

"What's your name?"

"Pete."

"Good! Now, Pete, for the 'love of Mike' go up there and take charge of those front axe men. Let's show this gang some action. By the way, from now on, you get the pay of a crew boss."

It was good to see the way Pete got action from his crew. His ability to lead was diverted from a destructive to a constructive channel and the appeal to his pride did the rest.

"Acumen is perception, intuition, the ability to know what one's fellow men are most likely to do under certain conditions. It develops with study and may be increased by analytical reasoning and experience."

JUSTICE. The degree of respect and esteem in which a Forest Officer is held by his men depends very largely on their faith in his sense of justice, fairness and impartiality. Nothing will sooner demoralize an organization than a feeling on the part of its members that the leader is given to unfairness or partiality.

Justice is more than merely dealing with possible delinquencies: it means also granting to all members of the organization equal opportunity for promotion and development and to those privileges the Service affords.

Some years ago a misunderstanding arose between a Supervisor and one of his Rangers, a man of long experience. The Supervisor was so anxious to secure a disinterested viewpoint of the situation that he requested an inspecting officer to talk with the Ranger about the situation. Under

similar conditions some men might have felt that the prestige of their position would be injured by calling in an outsider. The Supervisor was too big to worry about prestige when a matter of human relationship, and possibly a man's job, was involved. All he wanted to do was to base any action he might take on justice to all concerned.

ENTHUSIASM, ENERGY, PERSISTENCE. To these three let's add *Competitive Spirit*. Don't you want your Forest, your Ranger District at the top of the list whether it is in holding down fires, "grabbing them while they are small": having the best bunch of men obtainable or in anything else that is praiseworthy? Enthusiasm coupled with mental and physical energy and perseverance will go a long way toward the development of that spirit. "Enthusiasm makes play of work, pleasure of hardships, and success of failure."

Like Supervisor, like Rangers; like Rangers, like Guards, and so with other subordinates. Enthusiasm is contagious and where it is present in the head it will be present throughout the body of the organization.

Energy and perseverance are essential to success but they lack color. the final touch, without enthusiasm. What is that French word which conveys a feeling of lilting uplift of spirit, that typifies a devil may care attitude that only sees challenges in obstacles. and that also means a "just wont be beaten in spite of all—spirit?—Elan? Some of our organizations have it—let's all have it.

There is an organized crew of Mexicans that sees duty almost every year on one or more of the southern Forests. That crew has developed an organization pride; the members feel they are picked men and undoubtedly they are; anyhow, we are glad to have their services and particularly the services of their crew boss. Why?

Don't you like these words of Kipling:

"If you can force your heart and nerve and sinew  
To serve your turn long after they are gone,  
And so hold on when there is nothing in you  
Except the will which says to them: 'Hold on.' "?

TACT. The man who considers tact unnecessary in dealing with subordinates is probably the same man who hammers a compass with a rock to free the needle when it jams.

The nature of our work and the character of our organization is such that tact is essential to its well being. An untactful statement made verbally is bad, but when men are closely associated, there is always the chance to make quick amends. Not so where the 'phone is used or where an unfortunate statement is made in a memorandum. The Forest Officer riding along the road is going to remember that tactless statement with a sense of hurt. We can pass it off with the thought he shouldn't be so thin-skinned, but men are as they are—let's give ourselves no occasion for making such alibis.

Late one afternoon just before his office closed a Supervisor who had returned to town from a field trip sat at his desk glancing over the mail—you know the practice. One of his Rangers who had been at headquarters for the day came in. After a perfunctory greeting from the Supervisor the

Ranger said hesitantly that he had a few small things he would like to talk over, but—and again the hesitation—if he, the Supervisor, was tied up they could probably wait. One could feel the room full of the desire of this man to talk things over with the Boss. The Supervisor without removing his eyes from the papers in front of him replied that he would be seeing him in a few days if nothing developed to change his plans. It was too bad the Supervisor didn't look up and catch the hurt and disappointed expression in that man's face. Can that Supervisor ever expect of his Ranger the "Stay with you 'till——freezes over" spirit? One wonders what could have been so important in that mail to prevent the Boss from looking up with a smile of welcome, leaning back in his chair, and telling the Ranger sure he had time to talk—"Hop to it". Can't you picture that tellow going back home feeling aggrieved and discouraged and wondering "What's the use", and yes, something more—wondering what kind of a man he was working for? It wouldn't have cost much, would it, to have had him whistling on his way back home thinking the Boss was some man? One wonders what the Service lost by that lack of tact and kindness on the part of the Superior.

**COURAGE.** The following statement is being taken almost intact from "Naval Leadership" already mentioned:

"There are two kinds of courage, physical courage and moral courage. The former is by far the more common of the two. Courage is an unnatural thing and exists only when a person's character is strong enough to overcome the fear instinct sufficiently to prevent its taking charge. There is no such thing as a fearless person.

"Moral courage is that which sustains men in mental crises. It is that which compels truthfulness and makes a dependable quality at all times. It is moral courage that gives to a man the courage of his convictions and that brings him to admit errors after he had found that he was wrong. A wise man, a strong man admits, profits by and builds on his mistakes. No one would willingly follow a leader who lacked a courageous character. nor could a leader hope to carry on successfully if he was conscious of his own moral weakness. Therefore the leader and his men must both have confidence that the leader possesses courage and force of character, so he may be self-controlled and capable of calm reasonable judgment in a crisis.

"If he becomes excited over little things, bellows and shouts because something goes wrong, he is not only failing in self-control and good judgment but is making his men question his force of character and his ability to meet a real situation.

"Disinclination to assume responsibility is an indication of lack of moral courage. An ever present fear of being blamed does much to cramp an Officer's initiative—. Few men succeed with the sword of condemnation swinging freely over their heads. suspended by an elastic thread which makes it easy of use without impairing its readiness for another time."

Some Forest Officers when giving instructions feel embarrassment. they move around and do everything but keep their eyes on the individual being addressed. This suggests to the subordinate that his boss is not sure of

himself and is lacking in leadership. Mr. Forest Officer, the next time you have occasion to instruct a subordinate, if it is not already your practice, look him steadily in the eye until your conversation is completed. See if it doesn't get something over—to you as well as to him.

**FAITH.** Pride in self, pride in the organization is not possible without faith; faith in one's self, faith in the organization and what it stands for. "As a man thinketh in his own heart so is he." "Faith in one's self adds to one's control over others". It is a strong factor in the ability to handle the member of the organization who has slipped. Unless you build up his faith in himself and show on your own part that you have faith in his come-back your efforts at rehabilitation will be of no avail. On the other hand, an appeal to and a fostering of his pride, backed by your faith in your ability to bring him back, will work miracles.

**TRUTHFULNESS AND HONOR.** The foundation of the Service is made of these two attributes. A Forest Officer's word should be his bond. The nature of his work demands that he carry the responsibility for truth and that to meet this responsibility his statements must be the truth. "Most people rise to responsibility. Worth while ones always do. Nothing does more than truthfulness of word and deed to gain the confidence and esteem of ones fellows. It engenders a feeling of reliability and trust. What a man says he knows, he must know; what he promises to do, he must do."

Without honor there can be no self-respect, without self-respect an individual can never hope to hold a position of trust and responsibility and of a certainty can never hope to acquire the loyalty of others.

Forest Officers are accorded the possession of truthfulness and honor by the public they deal with. Aside from what we owe ourselves this is one paramount reason why we should cherish this reputation. We have no place for the man who cannot cherish such a reputation.

**LOYALTY.** A Forest Officer some years back was talking of things Service. You know how it goes. During his remarks he quoted the following words spoken by a personal friend of Colonel Roosevelt who was then alive. "The one thing that is so noticeable about Forest Service men is their intense loyalty to their Service and to each other. I have never heard one criticise another, but on the contrary, I have heard them come immediately to the defense of any brother officer that was being criticised."

Have we continued to measure up to that high standard of conduct? We would all like to—we *can* all do it—*let's* do it. We can assume loyalty to the Service. There are three other distinct types of loyalty. One, loyalty to brother Forest Officers has been mentioned. The remaining two are loyalty up—loyalty down. We must be loyal to our subordinates as well as to those above us. "Loyalty down begets loyalty up." One who aspires to leadership should never forget this.

To the loyal Forest Officer instructions are instruction and as such should be carried out. This is not suggesting blind obedience. The Supervisor may see in some policy emanating from the Regional Office something he considers inapplicable to his situation. It is his duty to put the matter before the Regional Forester. So in kind with the District Ranger and the Supervisor. Once the final decision is reached, however, the instructions

should be carried out cheerfully and whole-heartedly irrespective of any personal disapproval. We must be big and broad enough to concede the Boss a wider horizon, a broader viewpoint, than that permitted us by the confines of our own jobs.

The acid test of loyalty in a Forest Officer is the ability to pass on to subordinates instructions that he disagrees with and that he knows will be unpopular with them. Situations of this kind occur occasionally. To show sympathy towards the viewpoint of the subordinates does not only fail to help the situation but it breaks down morale—and it is disloyal. Assistant Supervisors, staff men, Regional Office or Forest, perhaps more than any other Officers are liable to be involved in situations of this description. You men would be the last in the world to mar the fabric of the organization, but don't you agree that any dissenting from the instructions and policies from higher up before other men of the organization will do that? And more, won't it also tarnish that something inside yourself, that compound of honor and self-respect and truth that is *you*?

Again; "Loyalty down begets loyalty up". Most of us think in terms of loyalty up. Many of us give too little thought to loyalty down. Without it men will not give whole-hearted support to their leaders. Men, as a rule, want to be loyal—it's bred into the race—the preservation of the race has largely been due to loyalty. Where it is found lacking it is usually due to failure on the part of the leader to nurture and use a quality inherent in most human beings. As soon as a Forest Officer senses disloyalty among his men he should look first to himself to find the cause thereof.

We should set high standards. Let our men know that the standards are high because lower standards would be a reflection on them. Take interest in their welfare. When it comes to a choice between something that is going to mean more comfort and peace of mind for the man and his family and some project of minor significance let's give first thought to the man. He will know when it is unreasonable to expect personal comfort and convenience at the expense of the job, and if he is loyal, and that is up to you, he will often want to make personal sacrifice to further the job. They make such sacrifices every year—in time and comfort and often in money. They like a word of appreciation when they do. That word engenders—loyalty.

All right—having gone through this measuring process how do we stand? Not quite so good? Well, don't let's get discouraged. We all have some of the qualities mentioned. We can examine ourselves as impartially as possible, note those qualities we have, but more particularly those we lack, and then proceed to build up patiently and steadily those attributes in which we feel weak.

So far little has been said about *sympathy*—that is, sympathy in its broadest sense. Doesn't it make you feel good to have your men come to you for advice? Do you always make it possible for them to do it? Nothing will contribute more to your leadership than the possession of a sincere, sympathetic appreciation of and attitude toward the cares and problems of subordinates.

And how about the *sense of humor*? Never let it sour, for that means

ill health, both to the individual and to the organization. When you find an ignorant fire fighter carefully covering up a little spot fire with inflammable litter, can you grin to yourself after getting over the first fleeting impulse to murder him? If you can—good. How's the attitude when that unexpected request comes from the Regional Office and shoots the works just when things were moving lovely and that long delayed job was about to be caught up? Of course there will be a moment of chagrin—you are human. But can you grin a little and think, "Well, they know what this is going to mean and they wouldn't have bothered me if they hadn't considered it necessary? After all "they" are your friends and are likewise interested in the job.

A leader must possess the saving grace of humor.

There is one quality not mentioned that all leaders must possess, particularly those in our profession. It seems queer that it was not listed by Major Miller as it is so essential to the military leader. *Vision!* We must be able to look beyond: to develop and control our imagination. We must be able to envision objectives as attained if we are to establish them and work toward them with intelligence. Without vision we are handicapped in developing our assistants. We certainly can not hope to secure desired response from them if we lack one of the most stimulating of human attributes.

You for whom this handbook has been prepared are the leaders of organizations that have one of the best of causes. You are leaders of organizations—you are leaders of thought along the lines of your chosen profession—many of you are leaders of community enterprise. Together you are the Forest Service in Region Five. The organization can be no better than your leadership. An organization is a live sentient thing, it goes forward or goes back. Its progress is going to be measured by your progress.

## CHAPTER II.

### MORALE

#### *(Esprit De Corps)*

Esprit de corps can not exist without morale. While the two words mean much the same, there is some shade of difference between them. As discussed here, morale is considered a means of attaining esprit de corps. The discussion is necessarily going to lap over into leadership and discipline as the relationship is close. Repetition will be avoided, however, as far as possible.

Recourse was had to the Army Officer's Manual for a definition of esprit de corps. It is given here paraphrased to fit Service conditions: Esprit de corps is that feeling of loyalty, pride, and enthusiasm of the Forest Officer first; for his own particular unit be it Ranger District or Forest second for his Region and third for the Service—founded not only on the resolve to uphold the prestige, honor, tradition of the Service and his own immediate units but to add to them by his own acts and conduct.

For the moment consider the prestige, honor, and tradition of the Service:

**PRESTIGE OF THE SERVICE.** Among the civil departments of the Federal Government the Service has prestige somewhat similar to that held by the Marine Corps among the military branches. The character of our work contributes to this. Having to do with the elements—nature—throws a glamor over the Service and its members. To the public we are picked men. Every individual confined to prosaic, sedentary business sees romance in our day to day work. This together with the demands of the job which have been met to considerable degree has contributed largely to our prestige. Men rise to responsibility. Our responsibility is so to handle ourselves that this prestige will ever grow.

**HONOR OF THE SERVICE.** We do not need to say much about this do we? The quick condemnation given anyone who by word or act reflects upon the Service is sufficient evidence as to how we cherish this.

**TRADITIONS OF THE SERVICE.** Traditions of impartiality, fair play, ability to rise to and meet emergencies and to endure hardship, of helpfulness, leadership, courage. There are many of these traditions and though they seem abstract and lifeless as listed here they are all founded on acts having to do with men and affairs. Can you conceive of a Forest Officer weighing advantages to himself in arriving at a decision regarding the relative merits of a grazing controversy? Can you picture a Forest Officer becoming panicky and deserting a crew of fire fighters? These things are not done.

These elements; prestige, honor, and traditions of the Service are the product of and an incentive to the members of the organization; as they are fostered and cherished so grows our morale and esprit de corps.

Morale, while intangible, a something of the spirit, doesn't just grow. It can only result from the actual doing of concrete things and the refraining from the doing of other things. This matter of doing and refraining should not be the matter of chance, however. The wise leader knows there must be studied effort if he is to build up and maintain the morale, the spirit of his organization. He knows, too, that in the main, this must be done by working with individual members.

One leader's methods may vary from those of another but in all cases the underlying principles will be the same. This, because all we human beings respond in kind, if not in degree, to the same incentives and stimuli and likewise react to depressing influences and environment. The good leader exerts every effort to establish incentives for good work and to foster the satisfaction and happiness of his subordinates in their jobs. In turn he will endeavor to eliminate or control those elements and influences that militate against good work and mar pleasure in the job.

The head of an organization who on one day observes practices that are conducive to good morale and on another is careless of consequences resulting from ignoring them can not expect to have good organization spirit. His men will either fail to understand him or will understand him only too well—with a consequent loss of respect for his leadership. The individual who expects his assistants to carry on without his interested

guidance and good will and without incentives is not only failing to handling his own job properly but is making it impossible for them to do good work. He can not expect such a thing as morale in his organization.

But to return to those things that make or break morale. The good leader knows that:

MORALE GROWS WITH	MORALE BREAKS WITH
Definite responsibility (Clarity)	Indefinite responsibility (Haziness)
Confidence: In superior In self	Lack of confidence: In superior In self
Proper training	Lack of training
Constructive criticism (Helpfulness)	Destructive criticism (Nagging)
Encouragement from superiors	Discouragement from superiors
Recognition of good work by: Commendation Promotion	Failure to recognize good work by: Commendation Promotion
Opportunity to develop	No opportunity to develop
Fitness for job	Unfitness for job
Good health	Poor health: Self Family
Absence of worry	Worry: Financial Work Other
Proper quarters and equipment	Lack of proper quarters and equipment.

Other factors affecting morale will come to mind.

He, the good leader, will bend all his efforts to shape and use the elements that make for morale. Doing this, the likelihood for disintegration in a subordinate with consequent effect upon the organization is remote. There is the possibility for it, however, as some elements exist over which the leader may have no control, such as illness or financial troubles. His attitude and actions can go a long ways toward minimizing the effects of such situations and may even increase the respect and liking for him by his organization with a consequent increase in its morale.

**RESPONSIBILITY: DEFINITE—INDEFINITE.** There was a time when a clean cut definition of responsibility was considered limitation. We know better now. Without such definition misunderstanding and creeping paralysis is the result. Lack of it, instead of giving the individual full power of his position sets up restrictions and limitations for he fears trespassing beyond the boundaries of his job. Not knowing what these are his tendency is to draw in rather than to expand. Where the job is clearly defined, however, he knows what is his. This knowledge not only contributes to his

pride of position, it assists in stimulating him to develop his job in all its possibilities.

One of the best ways of accomplishing this is by giving individuals not under immediate supervision, who must exercise initiative and independent judgment, memoranda outlining comprehensively and clearly the functions and responsibilities they are to assume. Such memoranda should be given staff men, including Executive Assistants, who often have important duties not necessarily listed in work plans. There may be times, too, when local situations require such memoranda for District Rangers or others although work plans do outline responsibilities. It is Regional practice for heads of organization units to issue these memoranda to members of their staffs together with such verbal instructions and stimulation as appears desirable. Sometimes the desirability of even necessity for extending the practice farther, to those other than staff members, is not recognized.

The examples of memos of this type which follow are suggestive in form only and are more general in tone than is ordinarily desirable. It is well to err on the side of being too specific rather than too casual in the preparation of these.

O

Date.....

Personnel

O

Supervision

MEMORANDUM FOR ASSISTANT SUPERVISOR.....:

This opportunity is being taken to welcome you to the..... Forest.

It will take you a little while to learn conditions and become oriented in a new environment. To facilitate this I plan to have you visit the Ranger District headquarters and spend one or two days at each going over the work plans with the Rangers. By doing this you will get a picture of the Rangers' administration and of the work of the Forest as a whole quicker than by any other method. The details of this trip will be worked out with you and the Rangers later.

After your return from this visit to the Ranger Districts we will outline your season's work, basing it on the Supervisory study and plan.

As Assistant Supervisor your responsibilities and duties will be as follows:

You will act as Supervisor when at headquarters during my absence.

When in the field you will have full authority to act as Supervisor during any emergency. Under ordinary conditions you will have full responsibility for all lines of work except Personnel and Improvements. Your authority in these two activities is subject to the limitations contained in the following paragraphs.

I consider the personnel management primarily a responsibility of the Supervisor and for that reason prefer handling all matters having to do with the Forest force, other than training and routine. This is not said

with the idea of excluding you from any participation in such responsibility. I want your assistance and advice and, before coming to any important decision, I shall expect to have the benefit of your counsel. Nor is this to exclude you from advising and training members of the force, office or field. In this latter instance I plan to use your ability and experience.

Improvement work is under the immediate direction of Assistant Supervisor..... I believe it desirable to give it the same status as personnel. You will find Mr.....very cooperative, particularly in fire matters. He will appreciate receiving any suggestions you may offer. You will participate in all conferences having to do with improvement policy and plans.

I am making you responsible for Fire Control. No need exists for entering into details here as the jobs connected with it are already given in the Supervisory plan.

As an Assistant Supervisor acting in a general administrative capacity you will be responsible for making general inspections involving all lines of work excepting those major improvement projects for which the Improvement Assistant is responsible. I shall expect you to keep in touch with these projects, however, as closely as your other duties permit.

Grazing is well stabilized. Grazing administration is largely in the hands of the Rangers. No decisions are made by the Supervisor and his Assistants without their advice. Handling applications and organizing grazing work for the season is done at the annual Ranger meeting. I prefer for the present that questions having to do with policy, which may come to you for decision, be held for my review before final action, unless loss would ensue because of delay.

Forest Management and Lands work will be handled by us jointly. I want you to feel the same responsibility for the conduct of the work of these two branches as for Fire. I do not wish to burden you with the entire load, however, as your Fire, Inspection and other duties will constitute a full job.

I do not believe it necessary to further elaborate your responsibilities at this time.

A word as to the organization.

I expect each member to develop his own job to the extent his ability and the possibilities of the job permit. If he is to do this his job needs defining—hence this letter to you. I wish you to read as a matter of information the letters given to the Improvement Deputy and to the Executive Assistant. You will note the latter has been given responsibility for the management of the office and for handling most phases of routine work. In order to avoid chance for breaking into the office routine I usually handle everything regarding the office and its work through him. I shall appreciate your following my practice in this.

You will find the District Rangers alive to their responsibilities. They understand that the Forest policy is to make them fully responsible for the work of their districts, excepting major improvement projects, and that we here will make no decisions for them unless it is a matter of emergency.

controversy, or complaint, where we as a third party have to enter. This does not mean that we will not confer or advise with them in the making of decisions whenever this seems the thing to do. The Ranger's place on large fires is covered in the fire plan.

We consider Guards as subordinates of the District Rangers and therefore hold the latter responsible for the Guards' appearance, their care of quarters and equipment, and their knowledge of the job. For this reason I rarely give instructions directly to Guards, although I often make suggestions for improvement when the Ranger is not present. I do, however, see that the Ranger follows this up with instructions. I suggest you follow this policy in your Guard inspections.

I think the foregoing will give you an idea of your responsibilities, and of the general scheme of administration. Questions will occur to you that have not been covered. Do not hesitate to ask them. A statement outlining your responsibilities will be sent the field.

I wish you to feel that the development of the personnel of this Forest and the betterment of its administration is as much your responsibility as it is mine.

Your position on this Forest ranks second in responsibility to that of the Supervisor. It will therefore afford you opportunity for securing supervisory experience and for acquiring a broad knowledge of Forest activities. This will serve you in good stead in your future career. Please believe that I shall be interested in your progress.

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Forest Supervisor.

O  
Personnel

Date.....

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O  
Improvements

#### MEMORANDUM FOR ASSISTANT SUPERVISOR.....:

It affords me pleasure to inform you that my recommendation for your promotion from a District Ranger to the position of Assistant Supervisor in charge of the improvement work of this Forest became effective the first of this month.

The position to which you are now assigned is an important one in that it involves an annual expenditure of some \$120,000. For this we must secure the maximum mileage of roads, motor ways, fire breaks, and structures consistent with established standards.

Your responsibilities are as follows:

The development and revision of the improvement plan of the Forest, with any necessary assistance from the Supervisory and Ranger force.

The location and survey of all projects not directly under the supervision of the Rangers. Assistance by the Rangers and, when necessary by this office will be given. Final approval of locations of major projects

will be made after conference with the Supervisor and the interested District Rangers.

The planning and general supervision of construction of projects such as lookout buildings, Ranger dwellings and others of similar nature that the District Rangers may not be qualified to handle.

The selection of project foremen (not to include trail and other foremen in charge of work handled under the direction of the Rangers) and other personnel necessary for the conduct of the work under your supervision.

The selection of tractor, motor and other equipment and tools which must be purchased. (This subject to my final approval.)

The care of all equipment and tools used on your projects.

Fire suppression takes precedence over every other activity on the Forest. There is no need for going into details here as to the part you and your improvement organization will take in suppression as this is fully covered in the fire plan with which you are familiar. I know you will cooperate in every way in fire control and will see that your men are fully acquainted with their fire duties. While the District Rangers will visit your improvement camps periodically to check on the condition of fire equipment, I shall expect you to see that they are always found in place and in condition for immediate use.

From time to time I shall draw on your interest in and knowledge of construction methods to train the Rangers. I know you will gladly cooperate in this.

Our cost data is both inadequate and inaccurate. Please consider the collection of such data a definite responsibility. This work in some of its phases can also be of value from a fire control standpoint. Talk with ..... as to this, and then we will get together and prepare a definite plan. This should be done following your first inspection of going projects. When ..... arrives here from the Regional Office, take up this matter of cost data and get from him the practice of other Forests and other information that will help you.

I shall expect you to keep in intimate touch with the status of your various allotments and cooperate in every way with the Executive Assistant who, I assure you, will reciprocate. You will be responsible for making estimates as a basis for future allotments, so it will behoove you to watch disbursements carefully and, as stated in the previous paragraph, collect cost data.

I wish you to feel the same pride in your Improvement organization that you felt in your Guard force as a District Ranger. Whether it becomes an industrious hardworking unit proud of its accomplishment and of its organization is up to you.

The development of improvement equipment has been so rapid that it is difficult to keep abreast of the times. It is not within my thought that we fall behind the procession, so whenever it seems desirable and practicable I shall request you to visit projects on other Forests to observe new equipment and new methods and to get the stimulation such associations afford.

I have attempted here.....to outline in brief form the larger aspects of your job. It is possible some have been overlooked. You will probably have questions to ask as to matters that appear here and that don't—never hesitate to do so. You can count on the cooperation of everyone in this office and in the field—you have been a member of this organization long enough to know that. A statement as to your place in the organization and an outline of responsibilities will be sent the field.

.....you are now entering a field that is perhaps no more interesting than the administration of a Ranger District, but it is one that has a wider horizon. In some ways the responsibility is going to be heavier. But in any event the appeal to your vision and your judgment and initiative will be greater. I am counting on you to see that your projects mean more to you than merely the moving of so much dirt, the construction of so many miles of road and ways. If you can look into the future and see your roads and ways making speedier mobilization of man power and equipment possible, if you can envision the betterment of administration that will follow because of your arteries of travel, and if you can sense the intangible values the public will secure from your making available to it regions long inaccessible, then you are going to measure up to the confidence I have in you.

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Forest Supervisor.

O  
Personnel

Date.....

O  
Supervision

#### MEMORANDUM FOR EXECUTIVE ASSISTANT.....:

I have watched your work with interest. Your cooperative attitude towards the members of the office and to the field men is commendable. Further, you have not attempted to fence off certain of your clerical functions with the idea of building up what you conceived of and desired as your job. On the contrary, you have displayed interest in all the work of the Forest. I like the initiative you have displayed in suggesting and putting in effect legitimate short cuts that reduce the office load.

Because of the ability displayed and the qualifications you possess, I have decided to change the organization of the office to some extent by increasing your responsibility.

You will be responsible for the clerical work and particularly for having *all* reports prepared on time. While the schedule of duties for each clerical position given in the clerical plan will be followed as closely as may be, they are to serve more as a guide to you than to serve as job boundaries. This will allow more flexibility in fitting jobs to the capabilities of your two assistants and the taking up of slack in the work. As a working principle I favor each individual having his own job clearly defined but in this particular case the office is the unit, the job. Some portions of the job lend themselves to this principle such as handling the

special use work, files, etc. I know you will take advantage of these to build up pride in good work on the part of your clerks. But more than that I want you to develop the cooperative spirit to the point where pride in the work of the office as a whole will take precedence over job pride. I want each one in your clerical organization to take pleasure in being members of a smoothly running machine capable of large accomplishments.

The mail will first pass through your hands. I want you to reserve for yourself all routine correspondence you feel capable of handling and in this do not fear making mistakes. Your letters will pass through to interested members of the Supervisory force if they are in, but in any event will go to the Supervisor or "Acting" for his check and signature. When you are in charge, we will take the chance of errors. You will train your assistants as rapidly as possible to prepare replies to routine correspondence having to do with lines of work ordinarily assigned them. "Acting" will sign them, of course. I shall count on your relieving members of the Supervisory force of much of the routine they are now handling.

You are in an excellent position to assist the Rangers in their clerical duties. This need not be done on the ground. Tactfully calling their mistakes to their attention and sending them sample forms, etc., will not only benefit them but facilitate handling your own job. I do not want to see errors in handling accounts and in clerical work any more than in other lines of work. As I hold other members of the staff responsible for instructing the Rangers, so do I expect you to be primarily responsible in helping them to better their office work.

Members of the Supervisory staff will not assign work directly to the clerks unless it be in connection with something already under way. All new work will be given to you for assignment. You will be responsible for developing the details of the new scheme of organization which will involve some slight change of system having to do with dictation, etc. I feel that I can rely on you to develop only that system which will expedite work and not one that will become in itself an objective rather than the means to attaining an objective. The cooperative spirit and common sense will determine your scheme of office management.

Your other duties are clearly outlined in the clerical plan and in the fire plan. ...., you have demonstrated the ability to further the work of this Forest by taking over increased responsibility. The more you reach out along the lines indicated above the more will the field force be able to function, and the greater will grow your capacity to accept responsibility.

I want to have the most efficient office in the Region. I desire the best reports record in the Region. The field going men of this office should do a minimum of office work and a maximum of field work. When they are in the office I expect their talents to be directed to new things, not old ones. You are the man who can largely make this possible. Go to it.

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*Forest Supervisor.*

The defining of jobs, however, is only part of the deal, for that is what it actually is or should be—a deal between superior and subordinate.

The leader, when he establishes the boundaries of a subordinate's job agrees in effect to certain specifications just as he expects the latter to agree to them. The most important of them, perhaps, is specifying that the job is the subordinate's. Only by doing this can the subordinate be expected to have pride of possession in his job and to give play to his creative instinct. All agree that it is most important that this feeling of job proprietorship and the creative instinct be developed to the utmost; yet how often do we forget this in every day administration? How easy it is to first create confusion in the mind of a subordinate as to how far he can go in handling his job and then to deaden his sense of responsibility and his initiative.

A Supervisor and a Ranger visited a sale on the latter's District. There were a number of points discussed with the operator, all of which came within the Ranger's jurisdiction. The Ranger, however, had no chance to make decisions. In each case the Supervisor instructed the operator in the procedure he was to follow. Later when visiting a Guard station, instructions were again given direct to the Guard by the Supervisor. No guessing is required as to how that Ranger felt. Do you think the timber sale operator or the Guard would take the Ranger as seriously as they should after that "short circuiting"? The Ranger's prestige was injured and, his morale was "shot". This is an extreme case but instances of short circuiting are not as uncommon as they should be.

A Supervisor said of one of his men: "I have to be careful how I handle matters brought up by Jim's users or permittees when they happen to come by here. I never make a decision unless it is absolutely necessary, and when I do I make sure that they understand I am doing it as an accommodation to Jim as well as to them. Then I have a memorandum made so that Jim will know just why it was necessary for the Supervisor's office to take action." This may seem like a small matter, but it isn't. There can be only one boss on a Ranger District. Jim is the boss, and it is a matter of pride with him to handle the affairs of his District as far as his experience and authority permit. He feels that when the Boss makes decisions for him, it is a reflection on his ability. Jim is well balanced. He wants his people to have confidence in his judgment and decisions, so never hesitates in asking for advice from the Boss when he is not sure of his ground.

Even though an excellent dispatching system has been worked out for a Ranger district, it is good business to establish Guard units—particularly if there is the desire to better hour control. Such units develop competitive spirit among the Guards. Feeling responsible for their unit—theirs—engenders pride of possession and pride of accomplishment.

It is a common mistake to forget that men rise to responsibility, and it is also too often the practice to "cramp" initiative by giving too many detailed suggestions. We forget that one of the attractions in Service work is the opportunity to develop and show individuality, to display initiative, to be on our own.

This was being discussed with a Supervisor one day and his remarks are given because they represent the points being covered.

"I try now never to take over any of the boys' jobs.

"For a long time I had the feeling that I was unfair to them if I didn't give them the benefit of my advice and experience. What I *was* doing was brought pretty forcibly to my mind by what at the moment seemed a somewhat trivial incident. My Forest Assistant (this happened in the days when we had Forest Assistants instead of Junior Foresters) came in to discuss some phases of a sales operation. After talking the situation over with him, I proceeded to suggest what to say in the letter we had decided should go to the operator. A certain impatience of manner on his part during the conversation was noticeable but not sufficient to warrant criticism. Anyhow, after he left the room I got to wondering what was 'eating on him' so I called him back.

I said, "Smith, what's the matter with you, what's wrong?" (He was a good kid; enthusiastic and sincere", the Supervisor interjected.)

"Oh, nothing much"—hesitantly.

"Sure there is; come, get it off your chest."

"Well!"—and then it came with a blurt—"You told me, Mr....., that you were going to make me responsible for the handling of this sale and the general supervision of the Rangers' sales, but you never have. You never let me use my own judgment, I am afraid to say anything to the Rangers about the way they handle their sales. I am afraid to say anything to D.....about the way he is handling his operation, you never even let me write a letter without telling me just what to say".—(The poor kid had been talking so fast he was out of breath and was almost in tears, too)—"I've tried hard but I guess you think I just haven't enough sense to handle my job—but I have (his spunk was rising) if you would only give me a chance to show it."

"He was right", continued the Supervisor. I was not only telling him what to do but how to do it and telling him in such detail that if he didn't do as I told him he would have the feeling he was disobeying orders. But he told me more than that, although he didn't realize it. He told me to give pause and study my 'hole card', to do a little self studying."

"As I thought of what he had said certain little forgotten incidents came back to my memory and I guess, if I wasn't such a hardened sinner, I'd have blushed. Anyhow, do you know what I did? I called in the Forest Clerk and told him from then on he was going to be the Forest Clerk, that it was going to be about all I could do to hold my own job which had been sort of vacant, as I had been running or trying to run some other eight or ten jobs. He thought at first I was sore at him, not realizing that this was the first of some eight or ten heart-to-heart talks that I was going to participate in during the next couple of weeks with me on the apologetic side. You see, that boy made me realize for the first time that in my perfectly good endeavor to be helpful and to expedite the work, I'd gradually sapped the initiative from the clerical force and from the boys in the field. I was running a great big Ranger District. I must have some good qualities for the gang to have put up with it as they did."

"Of course they made some 'bulls'—I probably gave them too much latitude all of a sudden—but the 'bulls' were made by them doing something, not by waiting to see what the Boss wanted. My main trouble was

educating the people to go to the Rangers for things."

"But I'll stack my bunch now against any when it comes to knowing the regulations and how to apply them—and more than that for standing on their own hind legs when it comes to handling the affairs of their Districts."

It is not always easy to say just how far we can go safely in allowing leeway to subordinates, but in general don't we err too much on the side of conservatism—and how can we expect to participate in one of the finest things our jobs offer, the development of men, if we don't take some chances.

**CONFIDENCE: IN SUPERIOR. IN SELF—LACK OF SUCH CONFIDENCE.** The subordinate who believes in his superior, who has faith in his sense of justice and fair play, and looks up to him as both a man and a leader is never going far astray. This matter of confidence in the superior is so important that the leader must be careful to do nothing that will tarnish or shatter it in the mind of a subordinate. Punctiliousness should guide in the keeping of promises to assistants and for this reason engagements with them should not be made lightly. The Supervisor who can not make a promised field trip with one of his Rangers owes the latter the same explanation he would expect from the Regional Forester under similar conditions.

The leader should utilize all personal contacts with his men to create confidence in his desire to promote their interests and to show his interest in them as fellow Forest Officers and friends. These personal contacts may mean much, they may mean little. If they are of the "passing the time of day," perfunctory type, they have little value. A District Ranger once remarked, "The Boss is rather hard to get close to; during the day it's the job, and he doesn't say much about that and at night when we get in he grabs a magazine." This particular Ranger lived in an isolated section and was in need of the kind of stimulation which a Supervisor should be able to give his men. The Ranger had some respect for his Superior's ability, but he had no confidence in him from the human angle. He never would have gone to him for personal advice and would have hesitated in "laying himself wide open" regarding some phases of the job. He always felt a gulf between himself and his Supervisor and was never quite sure of the latter's attitude towards himself and his work. It was only natural that his morale was not high.

Where the subordinate is not sure of his superior and is inclined to doubt him in any way, there can be no pulling together and, therefore, healthy morale is impossible. Where the subordinate has no faith in his superior, the situation becomes intolerable and sooner or later results in some kind of a personnel case.

The individual who is sure of himself and is yet amenable to suggestion and guidance is the best asset an organization can have. Given the right type of leadership he not only responds immediately to his leader's efforts to build and maintain morale, but he, himself, in his attitude towards his job and his superior, engenders morale. The unfortunate individual who lacks faith in his own power, however, can not contribute morale to his organization, for he is not capable of its possession himself. Those of this latter type have no place in the Service, for the demands of most of

our jobs require initiative and other qualities only possessed by those who take pride in accomplishment through their own efforts.

**PROPER TRAINING—LACK OF TRAINING.** The individual who has been given instructions and knows his job is in a position to secure the satisfaction that comes from work well done. This contributes directly to his morale. The individual who flounders in his job because he has not been given training can not be happy in his work, and in consequence his morale suffers. The leader should exercise caution before condemning a man whose work is poor and whose morale is low for lack of initiative or unfitness for the job. Sometimes the weakness is in the training methods used and not in the individual.

**CONSTRUCTIVE CRITICISM—DESTRUCTIVE CRITICISM.** Criticism given with kindly intent and in such manner that no sting is attached can be a great force for building morale. When we know that our superiors are keen to assist us in bettering our work by their suggestions, our response should be in kind. This can only result in increase of morale. With this thought in mind by both inspector and inspected, inspection can be made an excellent medium for the development of morale.

The Regional Foresters, at their 1930 meeting in Washington, included the following statement in their report on "Inspection":

"Thoroughgoing observations and fact finding for comparison with best approved practices do not injure morale but on the contrary build it up. Frank discussion of conditions between inspector and inspectee should continue to be the rule.

"Morale is commonly thought of in connection with esprit de corps, but it involves a lot more. Incentive and enthusiasm materially expand a man's accomplishments. Loss of interest or lack of confidence in work he is required to do shrink them correspondingly. The expanding process is going on somewhere all the time. So is the shrinking process. The inspector must aim to eliminate the shrinking process and increase the other. The state of mind of the personnel is extremely important and indicative of the strength of the Service."

A Supervisor should never leave a project or a Ranger District but that the man in charge is better for the visit both from the personal and official side. So too with the District Ranger or any other officer responsible for the work of others. This does not mean glossing over lapses or faulty work. On the contrary, it means bringing them up but in a way that the man visited responds whole-heartedly to the suggestions given to him for better performance. He will do this when the suggestions are given in a manner that respect for the knowledge and ability of the Boss, is increased, and that confidence in the Boss's fairness is strengthened.

As constructive criticism is a force for building morale, so is criticism that is harsh and lacking in suggestion for remedial measures or that is made without endeavor to see all angles of a situation, disruptive of morale.

Criticism there must be in any organization, but, when it is given, it should be at a time and place where its full value can be secured. It should never be voiced before individuals not connected with the situation.

Nothing hurts a man's self respect and injures his morale more than being criticised in the presence of others. The man who criticises a subordinate in the presence of others suffers in the opinion of those who witness his action. Even though a man may not take kindly to the criticism being made, he will respect his superior for his consideration when he is called aside for a "talk". And never let peevishness and querulousness get into the voice and attitude when necessary to criticise. That buys nothing but antagonism and loss of respect. These two are the last things sought. What is sought or what should be sought under such conditions is cooperation and a desire on the part of the offending subordinate to do better. Being human we do get "peevish" at times, but let's remember what was said in the preceding chapter. Control the feeling and hide its existence.

ENCOURAGEMENT FROM SUPERIORS—DISCOURAGEMENT. This subject is so closely related to the next two that it is difficult to separate them. The recognition of good work and honest endeavor and affording opportunity to develop furnish heads of organization units the best mediums for encouragement of subordinates. There are other methods, however, such as occasional heart to heart talks, not those having to do with lapses in work or conduct, but the little intimate talks between the superior and subordinate where desires and aspirations come out into the open, and where the subordinate learns that his boss too has his problems. Where these intimate talks are had one finds healthy morale and a cheerful organization—and doesn't find men discouraged and feeling lost and neglected.

Nowadays with rapid transportation and an ever growing number of hotels and resorts, together with certain fiscal restrictions, the old custom of visiting Forest Officers eating and lodging at Ranger Stations has almost ceased to be. While this custom had its disadvantages, it did afford one form of opportunity for building close ties that is now lacking. "Heart to heart" talks furnish a way of establishing such ties, now that this other medium has been lost to us.

Annual letters to members of an organization afford another vehicle for carrying encouragement. These, if written with the desire to be helpful and if based on a balanced analysis of the individual's attitude and work of the preceding year, can be of value both to the ones receiving them and to those who write them. It is not proposed, however, that annual letters are to be the medium for carrying criticism of a disciplinary nature. When acts of commission or omission require action other measures are needed.

The preparation of annual letters should bring in a different element than that introduced by efficiency ratings. The efficiency rating is abstract and takes into account only a just but cold measurement of abilities and accomplishments; the letter should display a warm helpful attitude of one human being to another, as indicated in the sample letter following:

O  
Personnel

Date.....

CONFIDENTIAL

MEMORANDUM FOR RANGER.....:

I have reviewed your work and accomplishment of the past year with interest. That you have been recommended for a promotion in salary is indicative of good work on your part and shows that I am pleased with your endeavors.

I do not feel it necessary to go into any detail as regards your work in general. Assistant Supervisor.....has done that in his inspection report and we have discussed in person with you the points he brought out—and right here I wish to say that your attitude towards his suggestions could not have been better.

Walt, there are but two things that I need to discuss here that have been causing both you and me concern. One is your impatience with those Guards who appear unduly slow in the learning process, and the other your attitude towards what you call “paper work”. We have gone into both these matters but I have given them additional thought since our discussion and feel that here is an opportunity to mention them again.

I was reading the other night that some 66 out of every 100 men in the United States quit school at the end of the eighth grade, get a job, and in due course of time get married and have a family of from three to five children. The learning process generally, not the absorption of experience, slows up when they leave school. Many of these men, Walt, not all, haven’t the opportunity to learn what the higher school grades teach. Now it is only natural that in such a large organization as ours we get some men brighter than others. We deserve no particular credit for teaching the bright ones, but we do deserve credit for making efficient men out of those who are not so mentally keen. I saw somewhere that when one calls a subordinate “dumb” he admits his own failure as an instructor. I am not so sure but that is often true. Anyhow, you will receive some dope I am ending you on this teaching game that you are going to find interesting and helpful. Feel that in addition to your other expertness teaching efficiency is needed too. Next spring, at the Guard training camp, we will have the opportunity to try out some of the ideas contained in the material being sent you. Before that, however, we will have a chance to go into this further.

This paper work does seem a bugbear, doesn’t it? But when we take up any individual report we can’t get away from admitting its necessity. Did you ever stop to think of what you would have been up against when you took over your District had it not been for paper work? Your files are, in the aggregate, the intimate detailed history of your District. Did you ever enjoy going way back in the records and reading of the early days of your District? There will come a time when some Ranger far in the future is going into the ancient musty files and dig out some of your diaries and reports as representative of the early days. Long after the

ripples of your endeavors have petered out on the pond of time the old paper work will still be testifying to what you did. But aside from all that a balanced administration has got to recognize the preparation of records and reports. You know that as well as I do, and furthermore, you can write darn good reports if you will. A Professor Folsom says that one who has an adverse attitude towards paper work has had some unfortunate experience connected with it. It is understood that under good conditions this attitude can change. All right, the good conditions are here, let's have the change. From now on don't let an otherwise fine record be marred by poor office work. I shouldn't say poor, because it isn't, I'll say "Be marred" by insufficient attention to office work.

It is going to be interesting during the coming year to note your progress in overcoming the points above mentioned.

Herewith go my wishes, to which are joined those of other members of the office, for a Happy New Year.

-----  
Forest Supervisor.

It is difficult to imagine a leader doing anything that would discourage a subordinate yet it is often done—not consciously, of course, but the result is the same, discouragement with a consequent lowering of morale. Indifference to suggestion, failure to keep promises, impatience of word and action, many are the causes of discouragement. Cynicism on the part of a superior towards ideals of the organization and towards policies and instructions from headquarters displayed before subordinates is as much disruptive of morale as almost any other factor.

Some years ago three Forest Officers dropped into a Guard's station for the night. The young chap and his wife had evidently been looking forward to this visit with anticipation, judging from the way they greeted their guests. The station was located well off the beaten path. The term station is used advisedly. They were housed in a 7 x 9 tent. An awning made of a Burch tent served as overhead protection for forage and miscellaneous equipment. Cooking was done under the sky; water came from a spring 40 yards distant. Pans were hung on a light rack and on a tree. Horses were in a rude corral. Everything, however, was neat and impressed one that here was lots of pride in self and in the job.

The young couple seemed so appreciative of the magazines and papers that were brought them and showed so much delight in having visitors that it seemed a little pathetic—it would have been had it not been for the bubbling, joyous enthusiasm of both the youngsters. All during the evening meal they showed by their questions that they wanted to learn all they could about Service life—what the job had to offer and what were the chances for advancement and told of what fun and experience they had secured already. If anything, young Mrs. Guard was more enthusiastic than her husband. After supper, which, truth compels, was a little amateurish, she would not hear of any help with the dishes.

"No, I want Bob to spend as much time with you as possible, there are so many things he wants to talk about and learn that I just know he'll talk you to death."

So while she hummed cheerfully at her evening chores Bob asked his questions, intelligent questions, about his job and the job of a Ranger.

After the completion of her work she joined the party and the conversation became more general. The District Ranger asked her how she enjoyed the mountains and **camping**.

"Fine", she replied—and then happened a sad and regrettable thing.

The District Ranger, a good man, began picturing the inconvenience of such stations.

"But", she said, "I don't mind, really; I like—"

"Oh! I know", he interrupted and then somewhat heavily continued his remarks about what a shame it was that the Service didn't build suitable stations for its members. The Supervisor pointed out that they were getting some stations, but that the Service was handicapped by lack of funds and went on to explain how his allotment estimates were cut and how difficult it was to have good administration under such financial stringency. The third member of the visiting party was feeling somewhat uncomfortable, for although there was no intent on the part of the Supervisor to criticise the District Office, as it was then known, there was a little atmosphere of culpability attaching to that place just the same. But that was of no moment compared to something else that was going on. That something else was the chilling and finally the death of the Service spirit which had invested that little camp. Both the Guard and his wife tried to cut in once or twice but to no avail, so finally became enveloped in the mantle of gloom that had descended upon the group.

You see? She and her husband were enjoying those little inconveniences—it was new and it was experience, something they could look back to in after years. Just as you and I look back to such things—yes, and with regret that it is not for us to again have that same enthusiasm for the inconveniences and handicaps and challenges, which only comes once—which only comes with youth.

The Supervisor and his Ranger would not have been guilty, knowingly, of breaking the fine morale of that young couple than of burning the mountain side. But they could have done nothing more destructive to their morale than they did by their unfortunate talk.

That young fellow and his bride wanted to hear of the interesting early days, to learn the traditions of the Service, to get first hand the intimate stories of the leaders of the Service they had heard of and read about, stories these visitors could tell. They weren't concerned with the minor hardships of camp life, which, to them, were more of attraction than anything else.

They never returned after that season.

The only reason for telling this story is to illustrate that morale can be maintained by not doing some things as well as by the positive action of doing other things. You will appreciate that its purpose is not to deprecate in *any* way the desirability and in most cases the necessity for good, comfortable quarters.

RECOGNITION OF GOOD WORK BY: COMMENDATION AND PROMOTION — FAILURE TO RECOGNIZE GOOD WORK. When was the last time you dropped a brief, informal note to someone on your force commending a piece of good work, or when did you say "Nice work, Bill, keep it up" to one of the bunch for something he had done? These little human touches don't cost much, but they pay dividends in good work and happiness. Aren't we *too* afraid to commend? Is it because we are afraid advantage will be taken of our good nature? Maybe we expect perfection before feeling that commendation is justified. Whatever the reason, we do not use commendation as we should—and by this is not meant using it merely to be a good fellow and popular. That sort of thing quickly becomes cheap and such commendation valueless in the opinions of those on whom it is visited.

Human beings respond to commendation. The knowledge that their good work is made a matter of record is particularly stimulating. For that reason a written record of accomplishment should be made when deserved. There are many of us who when young in the Service thrilled to learn that our Bosses had passed on higher up record of some good work on our part. We still appreciate it and deeply, even though the thrill that only belongs to youth may no more be ours to experience. Let's not deny the youth of the organization that thrill, and let's not deny the old timer that satisfaction whenever we can honestly give it to him.

Sometimes sincere endeavor and hard work end in failure. Perhaps the best of judgment was not exercised. Nevertheless, commend the effort. The chances are good that something was learned through the failure. If you wish to earn the gratitude of the individual who feels the smart of failure—*commend the effort!* If nothing was salvaged from the situation, you too have failed.

Promotion, carrying a direct financial value, is the most tangible recognition that can be given accomplishment. This the Region appreciates and provides for insofar as financial allotments permit. Lacking, however, an adequacy of money for promotion purposes, it becomes exceedingly important that proper balances be maintained among the various classes affected; field and clerical, Forests and Regional Office, as well as among individuals when promotions are made. The maintenance of this balance is a primary responsibility of all supervisory officers.

Until such time as an adequate promotional policy, fully financed, is developed for the entire Federal Civil Service, it will not be possible to have financial promotions on the desired basis.

Failure to commend mars morale, sometimes to a considerable degree, but any semblance of unfairness or impartiality in giving promotion is ruinous.

OPPORTUNITY TO DEVELOP—NO OPPORTUNITY TO DEVELOP. Development means one thing to one man and something else to another. To one it means a chance for promotion to higher realms of responsibility and authority, while to another it means a broader knowledge of his own responsibilities and a broader outlook upon life. Whatever, it may mean, effort consistent with reason, should be made to assist the individual in his aspirations. Efforts made in this direction by superiors should be

free of any semblance of paternalism for when that appears the desire of subordinates is chilled.

There are numerous mediums for assisting in the development of individuals, such as details to projects and units other than one's own, to group meetings of various kinds, attendance at meetings such as those of stockmen's associations, and assignments to special work. Directed reading courses constitute a medium that is used too infrequently. A medium that is sometimes unwittingly denied subordinates is to withhold from them full responsibility for public contacts directly related to their jobs.

One of the things told us about the membership of the Service is that we help one another, that petty jealousy is conspicuous by its absence, and above all that the men in higher positions are generous in affording subordinates opportunity and assistance to develop and broaden. We sometimes fail in this, not purposely but through thoughtlessness or because we allow the every day job to obscure our vision.

All who enter the organization have the right to opportunity for advancement as far as their capacities permit. We need not fear any conscious curtailment of this right, but we must be alert to see that there is no unconscious interference. Once allow the feeling that opportunity in the organization is not what it should be, or is denied, and morale suffers immediate death.

**FITNESS FOR JOB—UNFITNESS.** There is little to be said under this caption. The man who is qualified for the responsibilities of his position by training, experience, and temperament, all other things being equal, is both capable of having high individual morale and assisting his superior in developing morale throughout the organization.

The individual who is not qualified for his work after adequate training and trial can not be happy and is therefore incapable of rising to any appreciable level of morale. His retention is unjust to himself and to the organization and is detrimental to morale.

**GOOD HEALTH—POOR HEALTH.** The element of health is closely allied to the one that follows—worry. The individual who enjoys good physical and mental health needs little discussion. If he is otherwise qualified and his working conditions are what they should be, he is susceptible of attaining a high state of morale.

The employee who is suffering from some malady other than that of a minor and temporary nature, or who has a member of his immediate family in serious ill health, is liable to have his morale affected. Situations of this kind should be carefully watched by heads of organizations. Their friendly interest and help when it can be accorded will go a long way towards preventing the individual affected from suffering a let-down which is as detrimental to him as to the Service. Enlisting the interest of other members of the unit in their fellow-member's problems to the extent of occasional notes of cheer or phone calls is not only good policy but a friendly deed.

**WORRY.** Happy is the individual who has none or who has the temperament that forbids brooding. Some of us, particularly if we are more or less isolated, have an inclination to brood over fancied troubles or over situations beyond our control. This is productive of no good and can be

so detrimental to peace of mind as to affect not only work but relations with others members of the organization. Likewise, worry over finances, phases of the work, relations with other members of the organization, or other matters, can seriously affect one's state of mind with detriment to morale. It is in such situations that confidence and friendship between superior and subordinate bear full fruit. When the one affected feels free to go to his superior to seek encouragement and advice, there is evidence of the finest of leadership and more—morale will be maintained under the most difficult conditions.

Will *your* subordinates come to you with their difficulties and worries when the going is hard?

Are you close enough to the hearts of the members of your organization to note any change of pulse that may mean the need for kindly ministration on your part?

**PROPER QUARTERS AND EQUIPMENT—THEIR LACK.** Psychologists are learning more and more of the effect of environment upon the human being. The better his living and working environment the more in productive effort and in happiness can be expected of the individual. This is recognized by the Region which is committed to the policy of providing as suitable and comfortable living and working quarters for its personnel as is legally and financially possible.

Regional practice is to locate Forest Officers with families, insofar as possible, where children will have school facilities and adults some social life.

Occasions occur when decision must be made whether funds should go into something that will contribute to the comfort of a Forest Officer and his family or into a project of a different character. This has been mentioned in the preceeding chapter. From the standpoint of morale, the working principle should be, all other things being equal, to contribute to the comfort of the individual. This is Regional policy.

It is not reasonable to expect men to take pride in their equipment and to maintain it in good condition unless that furnished them is conducive of such pride. There have been times when instruments and tools were sent men in the field with the statement "That's good enough for the purpose, he'll probably jim it up anyway" or "We can get another fire out of these shovels, send them to the Guard; let's keep these good ones here at headquarters." A Ranger was once heard to remark, "I wanted a typewriter, and there was an extra in the office, but they told me I wouldn't be able to use it if I had it", but that statement was made quite a while ago, and it may not be altogether fair to use it here. It's being given, however, for once in a while that same tendency creeps out. There is, as hinted above, an occasional tendency, too, to keep the best equipment at headquarters and send that not so good to the field.

It strengthens morale to give men good equipment and require them to keep it good.

It weakens morale to issue poor equipment not susceptible of being put and maintained in good condition for it evidences a low standard.

An adequate and just *retirement policy* goes a considerable way in contributing to the morale of an organization. The members of the Service, belonging to a youthful organization and most of them being comparatively young when they entered it, the matter of retirement has only become something of more than passing interest to them within the last few years. As the next decade, however, will see many approaching the time when they will be relinquishing the reins of authority to younger hands the provisions for retirement become of paramount importance.

It is encouraging to know that the present act which provides for a maximum retirement wage of \$1200.00 per annum, is not the last word in retirement legislation. Continued efforts are being made by the friends of the Civil Service and governmental employees to secure further liberalization in the various features of retirement. Past success augers well for the future and we need not be considered overly optimistic in predicting that within a few years members of the civil branch of the Government will be the beneficiaries of a more satisfactory retirement policy.

The liberal attitude of the Compensation Commission needs to be mentioned in this chapter.

The following statement is quoted from the January 1930 issue of the Paper Trade Journal:

“A fine morale can only be built up by personal contacts, by the human voice and the human smile, by getting into the hearts and souls of the people the thought that they are a part of the business and proud of it. All sorts of relationships are possible where there is an assembly of human beings working together . . . and the executive who does not appreciate that there is a direct relation between this morale and productivity fails to meet the first requirement of leadership.”

Even though morale is of the spirit can it not be built up as one builds an edifice? Not the type of edifice so often constructed in these days of rush and hurry and of mass production, but like a house that is being built for a home into which hopes and dreams of the future are as much a part as is brick and mortar and lumber. Why shouldn't we administrative men consider ourselves builders in this matter of morale? Isn't the District Ranger who has an efficient, loyal Guard force a master builder? Aren't we who are responsible for the morale and spirit of the organizations builders?

Is there anything more satisfactory than such building—human engineering. Thomas Edison has termed it? And we build ourselves as we increase our ability to help and build others.

## CHAPTER III

## DISCIPLINE

Too many people have, somehow, an idea that the word discipline carries a meaning of punishment, of restriction, of blight to initiative. This is unfortunate as we thus limit its use to but one meaning of the word and lack another word to describe adequately all that discipline means in its larger sense. Let us then look at the word for a moment.

"Discipline is fundamentally the process of harnessing a man's every energy and capacity to the attainment of an objective. Read that again. The individual may, indeed, impose this discipline upon himself and such a discipline may be more severe than any imposed upon him from outside. Every great man is great because he has been able to do just that. Thus Edison forced himself to work 20 hours a day to realize his vision. But in proportion as any great objective of discipline becomes shared by many men, the very fact of many minds and the certainty of differing judgments, as well as that there will be some whose self discipline is less effective than that of others, makes it increasingly necessary that both the objectives to be striven for and the discipline for attaining them shall be defined and enforced, not by each individual but by the responsible head of the common cause. Thus arises the sense of discipline as an outside force. But it need not and should not be something antagonistic to the individual, unless indeed that individual fails to make the common aim his aim. Thus discipline, whether self imposed or otherwise, is inseparable from a worthwhile life. Only because millions of men have through discipline endured hardship and peril before us do we have and enjoy the blessings of this day and age." (Cary L. Hill, Cal. Forest Exp. Sta.) "Actually, discipline is the very basis of true democracy—It is a very common thing in our everyday life. It guides most of our personal daily affairs. We are always the subjects of some discipline—that of the home, of the school, the church, the office, the hotel, or the street car." (Naval Leadership.)

The objectives of discipline from our standpoint, are to secure a whole-some adherence to reasonable local and Service rules or policies, proper accomplishment, honesty in the use of Government time and money, and the observance of those practices which make for a high moral and ethical standing among one's fellows, all of which are necessary for the achievement of our major aims. We should not, nor do we, object to reasonable and common sense rules that will insure the attainment of such objectives. What we do resent is misapplication of such rules.

At the best, however, we are going to have the occasional personnel case. For, despite the reasonableness of regulations, questions of individual adjustment do arise; and the more we know of the likelihood that individuals will depart from the normal the more we realize the likelihood of infringement and the necessity for special handling of individual aberrations. For example, sometimes people have not been properly instructed as to the rules; or they may be careless, reckless, stubborn, angry or tired. Or, they may develop fixations of inferiority, persecution and the like so that they become problem cases. All of which points to the need of going at the disciplinary function in a careful and constructive way with attention

paid both to the general policies to be pursued and to the handling of personal maladjustments." (Ordway Tead in *Human Nature and Management*.)

Our rules and policies are sufficiently adequate to insure the character of discipline that will bring about our objectives. In general it is only when they are violated or misapplied that the organization is confronted with situations that tend to mar a proper sense of discipline and in consequence bring a lowering of morale. Sometimes we forget that discipline and morale go hand in hand. That which injures one injures the other. Any organization that has a low morale has lack of proper discipline. There may be discipline of a sort, such as one based on fear—fear of nagging or of unreasoning criticism, or that the superior is trying to get something on one. This, however, is destructive. It is not the kind of discipline the Service can afford to have.

Before discussing rules or regulations for the maintenance of discipline suppose we consider some of the elements that build or break down discipline.

DISCIPLINE GROWS WITH	DISCIPLINE BREAKS WITH
Leading	Driving
Impartiality	Playing favorites
Consistency of action	Inconsistency of action
Respect for superiors	Lack of respect for superiors
Reasonable demands	Unreasonable demands
Insistence upon prompt and proper compliance with reasonable instructions	Failure to require prompt and proper compliance with reasonable instructions
Clean cut assignment of responsibilities	Haziness in assignment of responsibilities
Grading up of subordinate positions	Degrading of subordinate positions
Constructive criticism	Nagging
Reproof in private	Reproof in public
Maintenance of standards	Failure to maintain standards

Can we truthfully say that we unfailingly practice those things listed in the left-hand column and that we likewise refrain from doing those in the right? Do we make a studied effort to keep those elements listed in the right-hand column out of our dealings with subordinates?

LEADING—DRIVING. A leader is a good boss but is never "bossy", nor does he ever appear in the roll of driver. He secures cooperative effort from his subordinates because he has awakened a desire in them to help him in furthering the aims of the organization. He has developed in them a sense of partnership in those aims. On the other hand, the driver causes his subordinates to feel they are merely job doers. He does not develop in them a pride of position and a cooperative attitude because he does not take them into his confidence. By destroying their initiative he reduces their confidence in themselves and causes them to look more and more to him for

instructions. He may get jobs done, and he may secure a begrudged discipline of a kind that is only maintained by constant effort. Queer to state, these continuing efforts are regarded by him as marks of leadership and not as evidence of his failure to be a leader. In contrast to the leader who secures excellence of administration and the building up of an organization by developing subordinates, he only gets those jobs well done to which he gives his individual attention. Someone has written "An organization, like life, is fluid and it is always either progressing or degenerating—depending upon the head, and his dams and his levees are discipline to hold the current of progress in a straight channel". Instead of directing his current the driver checks it by placing dams across the stream in the mistaken idea that he is getting discipline. In actuality he creates only purposeless eddys and stagnant backwater.

**IMPARTIALITY—PLAYING FAVORITES.** This subject perhaps belongs more properly to a discussion of morale but as it covers something so rarely found in the Forest Service, its place in this handbook is of minor moment. We know that where partiality comes, morale and discipline go.

The rather natural desire of one Forest Officer on being transferred to another unit to take with him others with whom he has been associated may lead to a suspicion of favoritism where no valid grounds for it exists. Because of this the Regional Forester's approval of the transfer of an individual under such circumstances will only be given where it is distinctly advantageous to the Government.

This illustrates how the odium of impartiality may build up without basis and indicates the care the leader must exercise to avoid any appearance of partiality.

**CONSISTENCY OF ACTION—INCONSISTENCY.** There is hardly anything more disturbing to a subordinate who thru either acts of omission or commission is failing to handle some phase of his work properly than to be "jumped on out of a clear sky" when he knows his superior has known the situation for considerable time and acquiesced in it. If the subordinate is conscientiously trying to do well and has not previously known that he was at fault he will feel a keen sense of injustice in not having been given a friendly tip and a chance to rectify the error when it began. This is a real injustice, and its seriousness is in proportion to the seriousness of the disciplinary action necessary when the delayed issue is finally tackled. Nothing can be more demoralizing to morale than such a sense of helpless injustice. This is where a stitch in time saves more than nine; it may easily avert catastrophe, not only to the individual but cumulatively to the organization.

The situation is little better if the subordinate is not clean handed. Even though he may have known he was at fault at the time his bad administrative habits began, those habits of mind and action will have dulled his sense of official right and wrong, particularly when he had no reason to feel that his superior was critical. In consequence he will feel aggrieved when the time of reckoning comes. Then after another lapse of time and more or less failure, when the next "bawling out" occurs he will be expecting it and will not take it any too seriously. His thought will probably be "The Boss sure got out of bed on the wrong side this morning—Oh! well! he will feel better after dinner and there will be no more storms for awhile".

And his size-up may be about right, too. Such a situation as this is a symptom of internal decay in the structure of the organization. In either of these cases the fundamental failure is in the superior, not in the subordinate.

Consistency of action is impossible in the absence of comprehensive and complete knowledge. Only too often inspection on Ranger Districts is on a project basis. Instead of a general inspection that will clearly portray the full character of administration it is limited to perhaps the inspection of road work, the construction of a telephone line or some other phase of the Ranger's job. As a result the Forest Officer doing the inspection merely secures a fragmentary idea of the work of the other. In consequence he is probably not in a position to give the District Ranger constructive criticism and advice of a fundamental nature. This piecemeal type of inspection more than anything else is responsible for start and jerk administration that does not permit continuity of action consistent with good discipline.

A situation that developed some years ago affords an illustration of what can result from the spotted project type of inspection. A general inspection of a Ranger District was being made by a Supervisor and an Inspector from the Regional Office. The Ranger was unable to be on the trip. From the first day the Supervisor started fuming. This trail had not been properly maintained, there was no evidence that those summer home residents had been advised regarding fire protection, the telephone construction crew was not doing a good job, and so on. Yet the Supervisor had told the Inspector during a discussion of personnel before the trip started that this particular Ranger was getting along fairly well, although he had been forced to "jump him out" occasionally. By the time the trip ended the Supervisor had changed his opinion and come to the conclusion the Ranger's work was rotten. A discussion along towards the end of the trip brought out that the Ranger had never been given the benefit of a general inspection before, although phases of his job had been checked each year. It also brought out that he had been criticised considerably each time for poor work. But these periods of criticism were merely unrelated little islands dotting the surface of the Ranger's official life. He was a likeable, good natured chap, intelligent but inclined to follow the lines of least resistance, and having insufficient self-discipline, naturally adopted more and more the easier course. A general inspection with appropriate follow-ups would have eliminated such condition as was found. Further, it would have resulted in a consistency of action beneficial alike to the Ranger and to the Forest. The Supervisor had missed seeing that the Ranger's failure to do this particular job or that particular job properly was merely the symptom of a more deep seated disease. His mistake was in attempting to treat symptoms and not the disease itself.

**RESPECT FOR SUPERIORS—LACK OF RESPECT.** An individual who does not wish to respect and look up to his superiors, to his leaders, is rarely found. It is this thing that makes most men amenable to reasonable discipline. It is therefore incumbent upon all of us who are responsible for the work of others so to carry ourselves that this respect will grow and continue. Failure to measure up to the organization's standards on our part is not conducive to such growth. We must comply with our own regulations if

we expect to retain respect and if we expect to maintain discipline. The Forest Officer who smokes in closed territory where another would not be allowed to smoke, or the one who goes unshaved and dishevelled yet expects his subordinates to be neat in appearance, can hardly expect to receive their respect. He may retain their friendship but not their respect. More than that he will find it difficult to maintain discipline.

**REASONABLE DEMANDS—UNREASONABLE.** It is very disconcerting to a Forest Officer to have an unexpected demand made upon his time and energy by his superior that materially interferes with his plans, particularly if the demand is of minor importance and appears to be made without consideration for his regular work. Emergencies he expects and meets willingly—likewise he ordinarily acquiesces with good grace when unforeseen jobs of high priority come down upon him. But when a request comes that he feels could as well have come at some other time, or that is relatively unimportant and comes in a way that he has no choice other than to carry it out forthwith, his faith in his superior's judgment and cooperativeness is weakened. Let a succession of such requests come and his reaction is "Oh—! What's the use". His sense of discipline becomes that of his superior.—weak.

True, the superior has to determine the relative importance of jobs, but if he weighs priorities carefully and only makes demands on his subordinates after making clear why it is necessary to interfere with their plans no harm ensues. He gives such explanations if he wishes to receive in turn the best of cooperative effort from his men. Again, remember—these are not the emergencies or jobs of first priority being discussed.

Nothing is more conducive to pride in self and job than to feel that one's superior is cooperating and working with him. By the same token, nothing is more discouraging than to feel that one's superior takes one's job and work so lightly or knows so little about its real demands that he feels free to make any kind of unexpected calls upon one's time. And with such discouragement comes loss of respect for discipline.

**INSISTENCE UPON COMPLIANCE WITH INSTRUCTIONS—FAILURE TO REQUIRE COMPLIANCE.** Is it because of the freedom of thought and action that we enjoy or is the nature of our work such that we feel at times we have the right of decision when it comes to compliance with instructions? Irrespective of the cause, we do know that where there is insistence upon carrying out instructions there is discipline, which means more and better work with less expenditure of time, money and energy and in turn morale and leadership. Where there is but half-hearted and spasmodic requiring of compliance with instructions, standards inevitably sag and administration goes by fits and starts, with a resultant loss of time and money—and of good nature.

Giving instructions is but half of administrative action, the other half is seeing that the instructions have been carried out. Often-times we fail to realize this—how often is indicated by the number of times we hear "Can you beat that?—If I've told him to do that once I've told him a dozen times." Can a leader's discipline be rated high when he makes such a statement.

When an individual shows consistency in failure to follow instructions.

whether it be delay in the submission of reports or otherwise, the intelligent leader will sense the beginning of a problem. Immediate recognition should be given such a situation instead of allowing it to proceed to the point where severe disciplinary action may be required. Too often such problems are tolerated in their milder aspects. When the Boss says: "He has always been that way, was born that way and it is too late to change him," he shows slackness. What the Boss means is that to do anything will only be creating an unpleasant situation that will inconvenience him to straighten out.

When a case of this kind appears in the making an analysis should be made immediately to see what is behind the symptoms. Ordinarily, the analysis in itself, if participated in by the subject, and he should participate, will be found sufficient remedy. If it isn't it will point to what remedial measures are demanded.

These problems are challenges to the heads of organizations. Skillfully handled they evidence leadership.

Failure to obey instructions is costly. When one begins analyzing the thing the result is startling. Think of the wires sent, memoranda written, and time needlessly consumed because requests were not complied with properly or in season. Think of the money wasted because roads were not built according to instructions, and fires that became large because instructions had not been followed.

Occasionally some one gets the idea that such instructions as those set up for marking timber on specified areas are restraints to individual initiative. One such instance is recalled. A young Forest Officer assigned to sales work was inclined to take umbrage because his desire was not granted to mark timber in accordance with his own ideas rather than to follow the principles already established for the area. It was difficult to get him to appreciate that the marking principles, being based on study and the accumulated knowledge of a number of men of experience, could only be changed when proof, not opinion, was forthcoming to show the principles in error. It probably never occurred to him that the sale contract itself was based on the established scheme of marking.

Our ideas as to what constitutes restraint of initiative are hazy at times. Perhaps there is no better place than here to say that good discipline does not cramp or stifle initiative. Opportunity is afforded every man in the Service to work out better methods of doing things, to increase his knowledge of the job and to carry on experimentation, within reasonable limits. Further than that he can always be sure of a sympathetic hearing when he has anything to say and a chance to demonstrate anything that will mean progress. Having freedom of opportunity is more reason for not taking advantage of it to the detriment of good discipline.

CLEARCUT ASSIGNMENT OF RESPONSIBILITIES—HAZINESS IN ASSIGNMENT OF RESPONSIBILITIES. As an individual's morale is affected, if he is not clear as to what his responsibilities are, so will this haziness affect his sense of discipline. If it is not clear to him just how far he is permitted to go in meeting what he considers the demands of his job he will resent criticism of failure to go far enough or for going too far. Where there is haziness the fault is generally with the superior. Often it is due to the

superior so cutting into the subordinate's realm that the latter becomes confused and tends to relinquish more and more to the former. When this happens the superior often becomes incensed, not realizing his responsibility for a situation which can easily develop into a personnel problem.

GRADING UP—DEGRADING OF SUBORDINATE POSITIONS. Phases of this subject have already been touched upon. There still remains, however, a point or two worthy of discussion.

The average human being, if he has pride in self and ability to do things, particularly if he is responsible for handling others (remember that Guards handle others) wishes to feel that his job is an important one. If the Supervisor when he proposes a new policy or some change in local instructions sends his ideas in the rough to his District Rangers for suggestion what does he get in return? Doesn't he get a quickened interest on the part of his men and doesn't he get an adherence to the new scheme that means good discipline? The new scheme was a development that they participated in, it's theirs. And more than this, they feel that they are playing an important part in the management of their Forest and they should feel this, for it is their Forest.

The same principle applies to the Ranger District or any other unit of administration. When the District Ranger develops in his subordinates the feeling of proprietorship he secures cooperation and response to his discipline, and at the same time he is developing in his men a pride in their jobs and a sense of responsibility. It is human to want to be on a winning team and most of us will accept the discipline required by team work once we have learned what the rules are and know what is required.

Failure to give subordinates their appropriate responsibility, or snatching it from their hands, is destructive of every good that has just been discussed. Sometimes through "short circuiting" we degrade not only the position of a subordinate but likewise degrade our own. This is illustrated by the following incident. A squabble had arisen between two merchants and resort owners on a recreation area regarding the privilege of delivering milk to summer home residents. The Supervisor while visiting the area was requested by both parties to settle the issue. The Ranger was not present but one couldn't escape the feeling that if he had been there the Supervisor's action would have been the same, namely to take charge of the situation. The Supervisor's intent was good—a job was to be done and being a direct actionist he proceeded to do it without delay. But what of the Ranger or the job? Weren't those people going to the Supervisor thereafter when something needed attention instead of to the District Ranger? In this particular case there can be but one answer—yes! For he had handled the Ranger's job here before, and this incident was the logical outcome of previous situations of like nature. Didn't the Supervisor sacrifice something of his position when he usurped something of the Ranger's? One's feeling was that the resident Guard was capable of handling the entire matter, that it should have been his job—that the Supervisor's action resulted in lowering the prestige of position for all three, Supervisor, Ranger and Guard. Such situations are inimical to discipline. When the prestige of an individual's job suffers his morale is affected and his response to organization discipline is lessened; and he can't respond intelligently to

discipline for he is not sure how far his responsibility goes.

**CONSTRUCTIVE CRITICISM—NAGGING.** Most individuals appreciate criticism when it is made with the intent to be helpful. Some seek it. But no one wishes to be nagged nor will any one be improved by nagging. Constructive criticism means going into the heart of a situation with the subordinate to find the way cut together. Nagging, fault finding, means nibbling around the edges of a situation with nothing helpful given. One builds respect for the superior and the other takes away respect. Only too often when fault finding develops, it's an indication of inability on the part of the superior to handle a subordinate. When a note of querulousness is heard in the superior's voice watch for nagging—it will be there, and inside the subordinate will be smouldering resentment. The results will be damaging to discipline.

There are times when circumstances such as lack of receptiveness on the part of a subordinate, fatigue, heat, etc., invite impatience and the hasty word. Being human there is a possibility of falling but this flare-up when over and, it is hoped, apologized for, is not to be confused with the chronic fault finding so disruptive to morale and discipline. Nor is it to be confused with necessary reproof.

“Let no man leave you with resentment in his heart.”

**REPROOF IN PRIVATE—IN PUBLIC.** There are but few of us who have not earned reproof some time during our official lives. When it came where no one could witness our embarrassment we appreciated the tactfulness of the Boss. He didn't need to say very much—only a few words. Most men worth their salt do their own punishing when they know they are wrong, and a wise leader knows this. But when reproof is given in the presence of others nothing is gained and the subordinate loses self-respect and respect for his boss. The superior loses caste in the opinion of those who witness the discomfiture of the subordinate. Public censure and good discipline are not consistent.

Sometimes a subordinate will say or do something that on the face of it justifies reprimand. Before taking action it is well to take thought. Maybe there was no intent of wrong doing.

No one should be censured who in doing his best has fallen short of success. He needs help, training, not criticism. If he has tried hard commend him for the effort. This will heighten his desire to do a better job next time. Above all things be considerate of inexperience and remember that a word of helpfulness has a far greater value than censure.

**MAINTENANCE OF STANDARDS—FAILURE TO MAINTAIN STANDARDS.** A story is told of two Englishmen who had gone into the African hinterland. A friend unexpectedly arrived at their station one evening about a year later. He found them attired for the evening in the same manner as they had been accustomed to before they left home, although, excepting himself, there was no other white person within hundreds of miles. Being wise in their generation they knew that alone as they were, they could not afford to allow themselves to slip, for any lapse on their part might mean the beginning of moral disintegration.

Standards once established must be maintained unless found unattain-

able or unneeded, and then they should be abandoned promptly. A break down anywhere along the line will not only be serious in itself but its effects may be more so. Once start a trickle of laxity thru the dam of discipline and it is not long before the whole structure is undermined.

Contrary to what was once believed, the average man wishes to do good work and will prefer working for an organization that has high standards and maintains them. That being so, injustice is done both to the individual and to the organization when the occasional man who will not conform is allowed to remain on the job. As it is owed the individual to call to his attention promptly and effectively any failure to meet Service standards, so it is owed the organization to dispense with the services of the individual who will not, once he understands them, measure up to those standards.

**SELF DISCIPLINE.** Running thru the preceding discussion is the suggestion that discipline is dependent upon leadership—the good leaders has good discipline—the poor leader poor discipline.

The good leader has good discipline because with other things he practices self discipline. He may have weaknesses as an individual but when it comes to the organization these are subordinated. Without the strength of character to do this he could not be a good leader, he could not secure respect for and compliance with his instructions.

It pays at times to indulge in healthy self analysis. With so much dependent upon us as leaders and with the necessity for analyzing the work and actions of others it is incumbent upon us occasionally to evaluate our own habits and motives. One of the best tools for doing this that has appeared for some time is a questionnaire developed by Dr. W. W. Charters. It contains some questions not entirely germane to our purpose but because of its value as a whole the entire list is being given.

1. *Ambition*—Have you the will to improve yourself? This means real will; not merely a vague, intermittent desire.

2. *Industriousness*—Have you the ability to drive yourself steadily?

3. *Persistence and Patience*—Look back over the various plans you have made during the past year; enumerate all you can remember and see how many of them you have actually put through.

4. *Dependability*—Can you be relied upon to carry out plans assigned to you by other people?

5. *Forcefulness*—Do you give people the impression that you are capable and self-controlled? Are you self-reliant?

6. *Effectiveness of Speech*—Can you express your ideas clearly and convincingly? Do you speak with a “piping” voice, or have you studied how to place your voice so that you are not unpleasant to listen to?

7. *Self-Confidence*. What are the things you have done of which you have a right to be proud?

8. *Friendliness*—Are you too critical in your judgment of other people?

9. *Adaptability*—Do you find it easy to listen to what other people are saying? If you are hardly able to wait for a chance to air your opinion, you need to cultivate this trait.

10. *Tact*—Can you work in harmony with other people? How often do you find yourself praising people for what they have done?

11. *Cheerfulness*—Do you depress other people or are you a cheerful companion?

12. *Good Judgment*—Examine yourself particularly as regards initiative and resourcefulness. How many suggestion have you made to your employer in the past six months? How many of these has he approved?

13. *Sensitiveness to Criticism*—How do you take to criticism, direct or implied, from employer, friends, and associates? If you brood over them, if the sting of criticism keeps you from seeing that it may be useful nevertheless, you may be oversensitive.

14. *Ability to Size up People*—Do you see only good in some people and only weakness in others? Are you observing enough to be able, after talking with a new acquaintance for 15 minutes, to specify how he impressed you as regards neatness of dress, effectiveness of speech, friendliness, tact, cheerfulness?

15. *Memory*—Are you good at remembering names, faces, and personal incidents about the people you meet?

16. *Neatness*—Are you painstaking in regard to your personal appearance?

17. *Health Habits*—Ask yourself whether your habits are those that make for or against good health, and how they tell on your working ability and mental attitude day by day.

18. *Discrimination*—Can you discriminate between more important and less important matters? Do you clog your daily routine with unnecessary work on comparatively unimportant details?

19. *Economy*—Do you save time and effort by doing things in the right and easiest way without waste motion?

20. *Capacity to Delegate Work*—This quality is especially important for those who are, or hope to become, executives. Executives often fall short in this trait because they lack persistence of a certain kind or because of vanity or selfishness.

QUALITIES NEEDED TO MAINTAIN DISCIPLINE. A leader must have patience and firmness and with these should go humor, kindness, understanding and that sixth sense, the ability or maybe the instinct to see and feel the personnel problem in its incipency. The good leader has this last named to a high degree. He is not the man to take lightly the matter of human reaction and relationship. Only too often we say "Oh! he'll come out of it" and pass out of our minds something that is going to remain in some one else's mind as a sore and festering spot that will mar the pleasure of living and that will affect quality and quantity of work. Sometimes this heedlessness of fineness of human fibre is cruelty.

In this human organization of ours cases occur demanding the full use of these qualities. Here is a man beginning to break under continued illness of self or family, here is one "slipping" because of tangled domestic affairs, another is beginning to fail because of incompatibility with a superior, another is breaking because of a heavy fire strain and another

just hasn't the strength of fibre to keep up with the procession. Others could be mentioned.

The wise leader does not wait for such cases to develop to the point where drastic action is required. When symptoms of trouble first appear is the time he gets into the picture. Here is where the display of these qualities in a heart to heart talk with the subordinate more often than not steers the unfortunate thru his troubles and out again into the clear. In one case a transfer to a healthier climate may be worked, in another a move to a more congenial locality, in another a clearing up of misunderstandings, and so on. In the handling of all these cases confidence must be the basis for successful action. Former Forester William B. Greeley in discussing the personnel policy of the Service had this to say regarding confidence:

"In an ideal organization the outstanding thing about the relations of superior and subordinate is confidence—confidence of the superior in the subordinate, and confidence of the subordinate in the leadership of his superior. In any high type organization this relation of confidence will be so necessary to every individual that when a man knows he has lost the confidence of his chief his position will no longer be attractive to him and he will begin looking for a change of assignment or occupation. Likewise, a superior if controlled by high standards will not care to remain in any position where he finds he is not able to command the confidence of his men.

"By wise use of the relation of confidence, a superior has an enormous power for good in the control of his organization. If he protects this power from injury or misuse or from bad judgment, and if he develops such a power by constantly increasing his grasp of the facts of the work under his control, and the points of view of his men, he will seldom have to go to higher authority for support in personnel cases. \* \* \*

"There will, however, be cases which do not respond to control through the relation of confidence."

**DISCIPLINARY ACTION.** The purpose of discipline should never become obscured or confused by personal feeling. According to the Manual "the purpose of disciplinary measures in the Forest Service is not the infliction of punishment or to obtain satisfaction for any error or injury on the part of an employee, but the maintenance of high standards of conduct and effectiveness throughout the organization and the retention of public confidence in its integrity and efficiency". The maintenance of high standards of conduct and effectiveness can best be secured not thru constant resort to disciplinary measures but thru endeavor to eliminate need for such measures. No subordinate should feel that he has been disciplined because his superior had it in for him or was desirous of getting rid of him.

Right here let it be said that handling personnel problems properly is not as good a sign of leadership as handling subordinates so that personnel problems involving disciplinary action do not arise. Human beings being what they are, however, the head of an organization may find it necessary to invoke means to remedy lapses in discipline.

More often than not derelictions, like disease, can be quickly eliminated by prompt recognition of symptoms followed by immediate action. To carry the analogy further, when symptoms are ignored a chronic condition results that may mean a last moment major operation, with all that this portends. It is apparent therefore that organization health requires a periodic and systematic examination of its various members to determine whether or not there are symptoms of disease. Otherwise, to quote Colonel Greeley again:

“Cases will occur where the work of employees in particular assignment has been unsatisfactory but where the officers responsible for their work have not told them that it was unsatisfactory or explained in what respects it should be improved; where employees have been misled by the character of letters, memoranda, etc., into thinking that their work was satisfactory when it was not; and where the final act has been some form of disciplinary action, transfer, or reassignment, necessary for the good of the Service, but involving an injustice to the employee which might have been avoided. In other cases employees whose work is not satisfactory go on indefinitely without having that fact explained to them and without having any specific standards or requirements set which must be met in order to make their work satisfactory.”

The matter of analyzing the work of subordinates is too important to be left to occasional and casual reviews, for in the past it has been found too often that this resulted in delayed action with resultant unfairness to the individual and to the Service. To eliminate the chance of delay, provision has been made in the National Forest Manual for periodic reviews of the service of employees. The policy outlined there is much the same in the plan adopted for the Region, which follows:

1. Review annually by November 1 the work of each subordinate and inform the Regional Forester whether his work is satisfactory.

2. If a subordinate's work is unsatisfactory the plan devised to help him or her to overcome this condition will be given in the letter to the Regional Forester.

3. Inform in writing all employees whose work is not wholly satisfactory wherein they are deficient and indicate what must be done by them to make their work satisfactory and, if the situation requires, what help will be given by the superior. The memorandum is not to eliminate a “heart to heart” talk; it is merely a reminder and a record.

4. Where the character of service is such as to merit more than is described under No. 3 the employee whose work is unsatisfactory will be given a definite period of time (probation) within which to overcome the deficiencies pointed out. A probational period of this kind will ordinarily last six months but in some cases involving field men justice to the employee may involve from nine to twelve months. (See page 84)

In every case involving a probational period there will be a thorough discussion with the employee affected followed up by a memorandum of the conversation in order that no misunderstanding can ensue. Superior officers must keep in mind under such circumstances that the employee's

livelihood is in jeopardy and that other real if less tangible values are at stake.

5. Copies of all memoranda having to do with personnel problems in addition to those specified above will be sent to the Regional Office.

The purpose of having copies of personnel memoranda resulting from this procedure sent the Regional Office is not to centralize personnel control in that place. It is to insure uniformity of action throughout the Region and to afford opportunity for giving advice and assistance in personnel matters where such appears desirable.

Personnel cases result from varying causes and sometimes from combinations of causes. The skillful leader will seek causes before attempting to apply remedies. He will know that the remedy for one case may not be the remedy for another, even tho they be similar in character. The reader will appreciate therefore that suggestions for remedial action given in the following table are merely for general guidance, *with one exception*: Every case, mild or serious demands a conference between the superior and the subordinate involved. Only thru this can there be surety that no misunderstanding exists—that no injustice is being done.

The Regional Forester will not back the action of any head of an organization unit who has failed to do two things: First, list chronologically and systematically those matters wherein his subordinate has failed or otherwise been guilty of wrong conduct; and second, discuss these matters in detail with his subordinate. The last column is the final step if the previous moves have not corrected matters.

Causes for Disciplinary Action	Initial Action	Followed By:	
		(As determined by the merits of the individual case)	
Going stale (rut)	Conference	a. Development detail b. Change in assignment c. Probation	Resignation
Laxity in maintaining standards	Conference	a. Reprimand b. Probation	Resignation
Failure to follow instructions	Conference	a. Reprimand b. Probation	a. Resignation b. Dismissal
Incompatibility with superior or users	Conference	a. Probation b. Change in assignment	Resignation
Inability to handle job	Conference	Probation (in some cases only)	Resignation
Violation of fiscal code not involving personal dishonesty	Conference	Disciplinary furlough	Resignation
Unbecoming conduct	Conference	a. Reprimand b. Probation	a. Resignation b. Dismissal
Laxity in conduct	Conference	a. Reprimand b. Probation	a. Resignation b. Dismissal

Insubordination	Conference	a. Reprimand b. Probation	a. Resignation b. Dismissal
Dishonesty or Moral turpitude	Conference		a. Resignation b. Dismissal

NOTE: Resignation means resignation in preference to answering charges. Reprimand may be either oral or written depending on the case. Probation means disciplinary probation—not the probational period given new employees.

Demotion is not listed as a disciplinary measure, altho it can be used, for only too often it results in breaking the spirit of the man affected. The Service cannot afford to have men of broken spirit enrolled among its members. If a case is so serious as to warrant breaking the rank of a Forest Officer it is probably serious enough to justify his removal. If removal isn't justified then we have other measures sufficiently drastic to meet ordinary needs.

There will be cases of demotion made in the interest of prolonging an employee's period of employment for the benefit of both the individual and the Service, when the former due to ill health or age can no longer meet the demands of his former position. Such cases, however, will not be of a disciplinary character.

Most of us dread talking over with subordinates lapses from good work or wrong attitudes. This dread would be eliminated if we could acquire the idea that these talks are or should be helpful and that they require the best in us to make them beneficial. Too often the superior works himself into a state of nervous irascibility and impatience before having such a talk, with the result that a meeting of minds becomes almost impossible. The subordinate senses the mental state of his superior and is immediately thrown on the defensive.

Conditions that require remedial action, discovered during a general inspection of a Ranger District, were described on a previous page. Action had more to do with the Ranger, however, than with conditions. It was decided that the situation was serious enough to place him on probation. It was true that he had never been given the benefit of a proper "talking to" but after all he had been told of poor work in a number of instances and knew that his work was not what it should have been. He was accordingly called to headquarters. The Boss all the forenoon prior to the Ranger's arrival was irritable and showed in various ways that he was building up a feeling of peevishness towards his subordinate. Like Tam O'Shanter's "guide wife" he was "nursing his wrath to keep it warm". When the Ranger breezed in—he was that type—he ran into an atmosphere that was fairly brittle. This he sensed at once, particularly as the Boss was surly in his greeting. The Ranger knew he was in for it and in consequence adopted an evasive, defensive attitude. For a while the conference got nowhere. The Boss was incensed and showed it, the subordinate resented the Boss's attitude and likewise showed it. The Boss was a generous, kindly disposed individual ordinarily and the last person in the world to do an injustice consciously. So, after he had gotten the self-engendered venom out of his system, he got down to cases and it wasn't long before

the Ranger met him in kind. But for a while it was only a toss up as to whether there wasn't going to be a recommendation for the dismissal of the Ranger—a proceeding not fully justified under the circumstances.

In contrast to this picture is one of a situation where the underlying circumstances were somewhat similar. In this one, however, the Ranger had accompanied the Boss during the inspection. In each case needing attention the Supervisor while on the ground went over the situation, discussed what was needed to make things right and ascertained from the Ranger what had led to the work going wrong. Nowhere and at no time did anything like personal feeling creep into the scene. All along the Supervisor was as impersonal about the job as one could be, altho there was considerable evidence of poor work. In camp after the day's work his attitude towards the Ranger was as free and friendly as it had ever been. It was an interesting study to watch the two men. The Boss, cool and impersonal, suggesting a better way to do this, the necessity for a higher standard here, the need for closer supervision there. The subordinate, however, became, after a couple of days, a little puzzled for he knew he had a call coming and each time something showed up he perceptibly braced himself for it only to have the situation pass on without anything more than the usual analysis. The Supervisor had requested him to keep notes of what had been decided was necessary to better conditions and these were beginning to assume considerable volume. In consequence he was beginning to be somewhat self condemnatory towards the end of the trip.

After return to the Ranger's headquarters everyone washed up, had dinner and then repaired to the office. The Supervisor did not jump headlong into a discussion of the Ranger's work, sensing that, expecting the "works", he was under tension. Instead, the Boss lighted his pipe, took a chair, eased himself into a position of relaxation and started a conversation about the Ranger's children. After a little, local radio reception got its meed of attention and within a few more minutes this tension was gone.

Only then did the Boss take up the matter of the Ranger's administration. "Jim, you and I have quite a problem to work out, haven't we?"

Jim: "Yes, sir".

The Boss: "Jim, I wonder if you appreciate just how big it is and how important it is to both of us?"

Jim: "I know this, Mr....., that I am ashamed of the way my work shows up and I am ready to do anything you want me to do even if it means giving up the job."

The Supervisor then placed his material in shape for review. All thru the trip he had been planning and preparing this moment. He considered it essential to have Jim receptive to his suggestions for Jim's own betterment, and he knew that this could not be readily attained by getting Jim sore or on the defensive. Only too often such soreness leaves some sting, or at least a bad taste in the mouth, that lingers for a long time. From then on the conference ran smoothly. Jim was frank about his failures, and showed sincerity in expressing his desire to do better in the future. Incidentally, Jim is a harder man to handle than the one men-

tioned in the first incident, and if handled in the same manner as the first there would have been a flare up and Jim would have quit then and there and the Service would have been the loser. If Jim had not been of value to the Service the Supervisor was in a position to have accepted his resignation. There would have been no difficulty in securing it ethically and legally.

There is danger of unsuccessful conferences when the subordinate evinces mental stubbornness and refuses to assist in working out a solution of the case. Sometimes, because of mental stress, he becomes emotional and develops a self-pitying complex. Where unwillingness to assist develops the superior's first job is to ascertain why. If this is successful the remedy usually becomes obvious. When the subordinate becomes stubborn and refuses to deal with his superior at all the case must necessarily go to the Regional Forester for action. These cases should be very rare. Ordinarily they are indicative of failure on the part of the superior officer himself.

Where the subordinate becomes emotional the best method is: "George, keep your feet on the ground. You can't afford to work yourself up any more than I can afford to get hot under the collar. We've got to work this thing out together. Come on—snap out of it." He usually does, but the tone must be kindly. When the subordinate is of the other sex she usually becomes more reasonable after an emotional outburst and should not be unduly hurried. Men, however, should be hurried away from such outbreaks and can ordinarily without hurting their feelings.

If the superior officer finds the going too hard in spite of his best endeavors he should not become discouraged. If he senses failure he should not continue on to the point where he loses dignity and the possibility of starting the conference anew. After putting the situation before his subordinates and failing to get response it would be preferable to say "George, I've put this before you as I see it. You may think I am wrong—if so, I want to know why, but we won't go into that now. I know how you feel and don't want to crowd you. You think these things over and we will get together—etc." Then postpone the talk for a reasonable period.

There will be the infrequent conference where only Service interests should be given consideration. Even here, though, must there be the same evidence of and the same desire to show full justice to the individual. This is for two reasons, because it is owed the individual and because the successful handling of the case to completion is dependent upon it.

This matter of the collection and weighing of evidence of unsatisfactory work and the resulting talking it over with the individual involved is well stated by Colonel Greeley as follows:

"In dealing with all questions of personal efficiency—it pays to avoid making up one's mind that an employee should be disciplined or discharged before talking to the employee. It sometimes happens that an administrator so dreads the experience of discussing personal inefficiency, that he waits until the case is so glaring that he becomes thoroly disgusted and angered after which he tells the employee that the latter should go.

"The better plan is to get the facts, both good and bad, about an employee and when the bad facts become of consequence, present them to the employee and let the pressure of the facts do the work.

"If the facts both good and bad are discussed with the subordinate, instead of a display of decision and authority on the part of the superior, the superior will usually make important additions to his working knowledge of the case. If he maintains without wavering the attitude 'here are these various indexes showing unsatisfactory work and what shall we do about it' he will usually get the employee working with him instead of against him. Moreover, he will be in no danger of losing face if the case does not move in accordance with his preconceived ideas because he will have no preconceived ideas. His administrative prestige will never be in jeopardy because he is always able to finish every step he starts.

1. Get the facts.

2. Consider them with the subordinate, and work out with his help a solution which meets the demands of the situation and is for the good of the Service, and if possible, for the good of the employee.

3. When a satisfactory outcome is not reached in this way, recommend appropriate action higher up."

Oftentimes unsatisfactory work is not the result of lax endeavor or sloppy methods. It is due to failure to understand what was wanted. Instructions are not always one hundred percent clear and subordinates are not always one hundred percent trained nor is discipline always made one hundred percent effective. Supervisors when analyzing the unsatisfactory work of subordinates should give full consideration to these factors. If such consideration were always given, the probability of aggravated personnel cases would lessen and superiors would sometimes profit more than subordinates by the analysis.

Referring back again to the table on page 48. The lines of action given as suggested in the third and fourth columns may not always be appropriate. Sometimes a suggestion given in the fourth column should be coincident with that in the second—conference. One can conceive of a situation, say under "Unbecoming conduct" where a Supervisor in the conference would place the charges looking towards resignation or dismissal **before** the individual in person and take any statement he wished to make. Again, an oral reprimand or even a written one might be given at the time of conference. In every case, however, action should be consistent. Ordinarily the steps would be about as follows:

1. Discovery of unsatisfactory work—thru systematic inspection and **leads** secured thru correspondence and otherwise.

2. Heart to heart talk with employee. Thoro detailed discussion—**there** should be no misunderstanding here. Question—Is probation required? Assume yes—10 months because of desire to give subordinate both **active** and inactive seasons to "come through". This all made a matter of written record, with copy to subordinate.

Intermediate. Superior drops commendatory note when evidence of

good work appears. If subordinate is trying hard and makes some mistakes call them to his attention tactfully and evince an attitude of helpfulness. Don't nag, be constructive.

If the subordinate is not trying and shows an unfavorable reaction to the heart to heart talk after a certain period, say three months, the superior calls his attention to his work and attitude giving instances, tells him that he still has the chance and time to make good. This may be the spur that is needed. If he doesn't respond the superior's unpleasant duty will be made that much easier. If he does—well, that's what the superior wanted in the first instance.

3. Determine whether employee is to be retained—through proper inspection at the end of the period of probation.

When cases are handled as indicated the unfit usually drop out before the end of the probational period. Some don't, however, particularly those who have been long in the Service and who have always been problems. They have been problems because this procedure was not applied or because superiors failed to meet the issue when it was applied. Is it nice to think that *your* problems, *your* weak subordinate has been figuratively stronger than you? It can't be gotten away from—if he remains and remains unchanged, whose weakness is it?

The procedure outlined above can be adapted to apply to Guards and to other temporary employees. The probational period may be a month, two weeks, whatever is fair to the individual and to the Service. That should read "to the Service and to the individual". Any doubt should go to the Service and therefore the Service should come first. Often it doesn't.

But to continue: Suppose the employee has failed to make good. Here is what the superior has:

1. A definite list of jobs showing unsatisfactory work. This list gives dates, places and wherein the work failed to measure up to standards.

2. A memorandum of the talk had with the subordinate covering all its details, stating that the subordinate had been placed on probation and that a copy was in his, the subordinate's, hands.

3. Copies of any commendatory correspondence or that given him to spur his efforts in addition to any other that might have bearing on the case. This is evidence of fair and helpful attitude of the superior.

4. The report of the inspection or final review made at the expiration of the probational period showing wherein the subordinate had not made good.

The individual would indeed be dense who could not see the writing on the wall when this array of his failures was laid before him. If he refused to resign in preference to answering charges there would be no difficulty in having such charges sustained in Washington. Why? Because the case would show a logical development from the time of its inception to the moment it was sent higher up for final action. Because it showed a continuity of thought and action always pointed towards a definite goal—either the rehabilitation of the individual or his removal.

Sometimes we attempt to solace ourselves for failure to handle a case

properly with the statement that "George has never been more than a mediocre man and you can go only so far with that type". One wonders at times what we mean when we speak of the mediocre man. As a matter of fact it would be very difficult to find such men in the organization. We may find improperly trained men and poorly disciplined men. We may find men not so mentally keen as others, some that are inclined to be mentally and physically lazy, tho otherwise able, and perhaps some few not mentally or otherwise equipped to handle their work. All of which is to say that with training and with discipline we would have no mediocre men in the Service—only good men. Those not able to measure up to the job for various reasons have no place with us and there is no reason for them continuing to be with us. There is plenty of machinery for ridding the organization of them. And as we have the means for ridding the Service of the unfit so have we the means to raise the remainder—*ourselves*, beyond any possible charge of mediocrity.

The statement has been made that the wise leader does not wait for cases to develop, that he sees a situation in the making and introduces remedial measures before there is necessity for drastic action. It is also said that he has that sixth sense, that "feel" which enables him to sense the problem in its formative stage.

This quality varies with individuals but there is no reason why all leaders should not possess it to some degree. After all it is founded to a considerable extent upon common sense and the power of analysis. Example: There is the individual who is not a rapid thinker or rapid worker. He fills his particular job satisfactorily however. Then comes illness to his family and in turn debt. What is the logical outcome if no outside stimulus is given—brooding over troubles to the detriment of the job; poor work. Suppose, however, the superior, who is watching events, visits his subordinate just as soon as the illness passes beyond the usual stage and thru his advice having to do possibly with both personal affairs of the subordinate and with the job shows that his attitude is one of helpfulness and is based on sympathy and understanding. Won't that go a long ways towards helping the subordinate to see that hitting the job harder than ever will be the best antidote for brooding? Won't it stimulate the subordinate to attempt to repay his superior's interest in him by continuing to do good work? If the superior shows merely a perfunctory interest in the troubles of his subordinate he is not failing in leadership, he is failing to use common sense and he is not measuring up to the standard of such matters in this Service of ours.

Occasionally we hear the statement that so and so has gone stale on the job and is in a rut. When asked why, the answer usually gives evidences, symptoms and does not answer the question because the superior has failed to analyze the situation—he doesn't know why. Some of the causes are remarkable and appear foolish viewed in the cold light of reason, until we remember that the subject is that complex thing, a human being. One man lost interest in the job and began slipping because his requests for supplies and the little things used around his station were arbitrarily cut down or denied by the Forest Clerk. His idea was that the Supervisor wasn't interested enough to care one way or another. Because of this, every

criticism from the Forest Office, no matter how constructive, carried in his mind a touch of injustice. Foolish? Yes, of course it was. But if we all look back over our own lives we will find where we ourselves were perhaps equally so in some respect. Suppose the Supervisor, just as soon as he saw evidence of poor work, had visited the Ranger and gone into the matter thoroughly? It would have been settled satisfactorily and the services of a good man retained on that Forest. As it turned out, the Ranger was transferred to another Forest—incompatibility the reason given—the real reason being overzealousness on the part of an otherwise good Clerk and supersensitiveness on the part of a Ranger. The Ranger had considerable justice on his side but was inclined to nurse grievances, some fancied. The Supervisor failed to appreciate that this man varied in makeup from the others and needed different handling. Other instances seemingly trivial could be given.

Nowhere does the quotation “coming events cast their shadows before” apply more than in personnel problems. Seldom is the case where there isn’t the distinct shadow in advance—if we only had our eyes open to see it.

It must be admitted that there is the occasional case where the shadow is faint and is therefore unseen, or because it is so faint is viewed with unconcern. More often than not they are the border line cases or chronic simple cases. These, however, may suddenly develop into difficult situations. All border line cases carry this threat. For this reason heads of organizations should watch with keen vision for these light shadows. Obviously these cases are more difficult to handle and to dispose of satisfactorily than the others.

Failure to awaken the employee’s interest or otherwise to have him do satisfactory work leaves but one course open. This consists of the following action:

1. List those things wherein the work of the subordinate is unsatisfactory.
2. Determine if there has been instruction given for correctly doing those things inefficiently handled.
3. Determine the cause; is attitude partly or fully responsible?
4. Go over the list (No. 1) with the employee. (It is possible that Nos. 2 and 3 can only be determined thru a conference with the employee in which case No. 4 becomes the second step.)
5. If, during the conference, the situation indicates the need, place the employee on probation, the field man from 6 to 12 months, depending on conditions, the clerk 6 months. In the former case it may take the full year to demonstrate that the reformation is complete because of the seasonal character of the work both field and office; in the latter because the character of the duties does not change particularly the shorter period is sufficient.
6. Maintain a current record of all lapses and failures having any bearing on the case. These in themselves may seem trivial, but even so they will in the aggregate present the type of picture the superior is endeavoring to portray. Oftentimes these cases have no outstanding situations which

make their presentation easy.

7. Balance up at the end of the period and determine the solution of the case. The superior must remember at this juncture that:

- a. The Service is entitled to any doubt.
- b. Failure to meet the situation decisively is evidence of weakness in leadership.
- c. Retaining the employee when the balance is against him means lowering the standard of administration and the retention of a chronic problem with all which that implies.
- d. Retaining the employee who has not come thru is disruptive of discipline and case for loss of respect for the leader by other subordinates.
- e. Injustice to the individual as well as to the Service results when the failure is retained on the job.

The Region once had a Ranger in charge of a District some seven years. Each year important phases of his work were questioned. Several times his District was inspected and after each his value as a District Ranger was debated. This man was sincere in his efforts to do better work when told wherein his accomplishment was unsatisfactory, but it wasn't within his capacity to handle a Ranger District. Finally it was decided to remove him and he was so informed. The day following the conference he said that the previous night was the first peaceful one he had experienced for a long time and that he felt he had been relieved of a heavy load. He made a success of the work he went into after leaving the Service.

Think of the burden we had allowed that man to carry to his detriment and to the detriment of the Service because of failure to meet the situation with clarity of judgment and with decision five or six years previously.

The discussion of preliminary action so far has been confined largely to inefficiency and inability to handle the job. Similar action may be invoked where, thru carelessness or disregard of instructions rather than thru inefficiency or lack of ability, Service interests suffer or are jeopardized. A written reprimand is sufficient to bring home to the individual the seriousness of his offense unless the case justifies more severe treatment. This written reprimand is more serious than appears on the surface for it usually means loss of promotion for a time. Repetition of the offense may require extreme treatment.

Other causes for disciplinary action such as unbecoming conduct, minor violations of the moral and ethical codes and insubordination, vary so in degree that each case has to be handled on an individual basis. This statement also applies to cases involving violations of the fiscal regulations wherein the employee mistakenly seeks to further Service interests, but not his own. This does not apply to cases of dishonesty nor to violations of the Service code of ethics which reflect upon the integrity of the Service. For these removal from the Service can be the only answer.

Furloughs given for disciplinary purposes have limited value. Hardship is often visited upon the family of the individual involved when he happens to be married. Where this is not a factor and the case is suffici-

ently serious the furlough should be considered. The Service policy with regard to fiscal violations of the type described in the preceding paragraph is "to deal with ordinary types of first offense cases where there is no indication of personal dishonesty by disciplinary furloughs of from one to six months".

Probation has already been given consideration. Properly handled it is one of the best instruments for maintenance of discipline. In some instances it has no part. Where there has been a violation of the fiscal regulations not in the interests of the employee nothing is gained by telling him he is on probation. That automatically follows, for he should be made to realize that a second offense means dismissal or at best a chance to resign in preference to answering charges. The policy of the Service in this is clear.

If every head of an organization unit gave sufficient attention to the importance of the probational period dating from the time the new employee entered on duty to the time final recommendation for either retention or release was made, many personnel cases would die aborning. Too frequently, however, insufficient attention is given the new appointee until time arrives for this final report. In consequence the reporting officer gives the probationer the benefit of the doubt for he feels that to do otherwise is unjust because maybe he is a better man than he appears to be; "anyhow with what little we know of his work it isn't fair to say he is no good" is liable to be his conclusion.

How many of us have been guilty of such statements as these:

"He is a good man, quiet and studious. I doubt if he will make an administrator, however, as he is lacking in aggressiveness. He should make a fine research man."

"It is not fair to recommend the termination of this probational employee's services as a twelve months' period is not sufficient time to judge the work of an Assistant Ranger."

"This boy has spent four years going to college to fit himself for forestry. It does not seem right to turn him loose. I would like to suggest that he be transferred to research work."

"This man has not done as well as he might. He appears bright enough and with his forestry training should make good. I would like to recommend a transfer for him to another Forest. He still has several months in his probational period and under different conditions he may do all right."

"Mrs. ——— took a stenographic examination and it isn't fair to judge her services by the kind of work we give her."

"Miss ——— has tried hard and while her work is not quite satisfactory I am sure she will make good in time. There has been improvement since she came on the job and after all six months is too short a probational period."

There are few of us who have had to make reports on probationers but have made statements somewhat like those above. We can all grin sheepishly together.

Let's keep clearly in mind the following points:

1. The administrative branch has no authority to select men for the research organization and furthermore probational men are not being tried out for research work, they are being tried out for administrative work.

2. Probational periods, field and clerical, have been found adequate thru years of experience.

If an individual can't demonstrate conclusively his ability to handle his work within the period allotted then one of two things is obvious, either he hasn't made good or else his superior has paid so little attention to his work that he can't tell whether he has or not—and the superior, under such circumstances, must stand the responsibility of doing a possible injustice to the probationer, not the Service. The Service should be given the benefit of the doubt.

3. A Civil Service examination merely entitles one passing it to a reasonable trial period should he secure a probational appointment. This period of probation is essentially a part of the examination and from our point of view should be the most important.

A clerk passing a stenographic examination can be expected to handle the everyday nontechnical clerical routine of a Forest office after reasonable instruction. By technical is meant phases of bookkeeping, accounting and unusual procedure that have not fallen within the new appointee's training and experience. After all, something beyond the mechanical ability to take stenographic notes and grind them out on a typewriter is required in any job—that something is intelligence. Without that even the preparation of correspondence can't be satisfactory. And—another thing, the probational period is a period of competition for the probationer. If the appointee can't show something on the ball then, there is little hope of it appearing afterwards.

We must realize that Civil Service examinations which test individuals for departmental clerical service cannot be too specialized; governmental work is too varied. They have to be broad enough to meet, in general, the needs of all Departments. Therefore, if probational appointees have not the intelligence and adaptability to meet the reasonable demands of our Forest Offices they are not qualified for permanent employment. While true that we now have little in the way of a definite measuring stick to use in determining whether a clerk probationer is doing all that we can reasonably expect, we can tell if there is an interested, intelligent approach to the job and if there is a definite increase in understanding and skill as the trial period progresses.

There are occasions when a probational appointee shows unfitness early during the trial period. When this occurs nothing is gained by continuing the individual on the job. Work suffers and as often as not he is delayed in securing other employment. There may be times when it is possible to continue, for a while, the employment of a probational appointee who has been found unqualified, to both his benefit and that of the Service. and there may be occasions when the fair thing to do is to continue the individual in his job a short time to afford him opportunity for securing other work.

But in no case can this time extend beyond the date on which his probational period ends. Extension beyond this date constitutes permanent employment.

The termination of a probational appointee's period of service for unsatisfactory work does not involve the same procedure required in the removal of a permanent employee. In the former case the steps are merely:

1. Desirable but not obligatory—conference with the employee. Discuss with him reasons for the termination of his services.

2. Inform the employee in writing the reasons for the termination of his services. If a conference has been had with him this can be a copy of the memorandum of the discussion. The date on which his services are to be terminated must be given.

It is *not* required that the employee be given opportunity for answering charges tho he should be invited to do so. If he accepts the invitation and replies copies of his statement must accompany other papers in the case.

The employee may be given the opportunity to resign in preference to having his appointment terminated unless his derelictions are of the kind to justify dismissal. Reasons for the resignation will be given, however, with the recommendation for its acceptance.

3. The recommendation for the termination of appointment must be made 30 days in advance. This is necessary to allow sufficient time for the Secretary's action and for the notification to reach the employee before the date effective. The recommendation must be accompanied by an adverse probationary report unless the appointment is to terminate prior to the date the report is due.

Procedure is not so simple in the termination of services of permanent employees. Procedure in part has already been described. If after having gone thru the steps as outlined, it becomes necessary to remove the individual then decision should be as to whether the employee be allowed to resign in preference to answering charges or be dismissed. Unless the reasons for the removal of the employee are such that he should be dismissed, there is no objection to allowing him to resign in preference to answering charges. A history of the case must, however, be prepared giving the same essential information as would be given if charges were being preferred.

There will be an occasional case where, in the interests of the Government, the circumstances are such as to justify suspension of an employee pending or during an investigation. Heretofore the authority for suspension has been in the hands of Supervisors and other heads of organizations but a recent decision by the Solicitor reverses this and it is now necessary to refer the matter to the Secretary who alone has this authority. Recommendations will go to the Regional Forester who will transmit them to the Forester. In every case the recommendation must be backed up by a statement of facts sufficient to justify the action. Suspension cases may be handled by wire when justified by circumstances.

When an employee resigns in preference to answering charges he should be invited to submit a statement in which the following two points will be covered; first, whether he had opportunity to present his side of the case and, second, whether he agrees with the reasons submitted as a basis for

his resignation. Reasons for disagreement should be given. In the event he submits such a statement and his superior officer should comment on the points raised. If he declines to submit one it would be well to state so when presenting the case.

Cases should not be presented to the Regional Forester unless they conform to the following specifications:

1. Evidence that the superior has gone over the situation with the employee and given the latter a reasonable time to overcome his deficiencies if it is a case justifying action of that character. Reference will need be made here to the previous annual or semiannual personnel report.

2. A complete statement of facts with enough detail to convey to anyone the picture of transgression had by the officer making the report.

3. Copies of correspondence or other material essential to the proper presentation of the case.

4. A clear-cut recommendation.

Cases are sometimes submitted which are incomplete and require returning for additional information, and in some instances charges lack substance. Whenever a charge is made such as inefficiency for instance, there must be specifications in clean-cut, definite terms showing that the employee was not handling his work properly. It is not sufficient merely to state he is inefficient in that he does not prepare good reports or is careless in making surveys, etc. Generalizations will not do.

While it is not necessary to follow any stereotyped form in the presentation of charges it is suggested that in general they be couched somewhat in the following patterns:

O

August 3, 1931.

Personnel

Doe, John

#### MEMORANDUM FOR REGIONAL FORESTER:

The services of Ranger John Doe have become so unsatisfactory it becomes necessary to recommend his dismissal from the Service.

An inspection of his District in September of 1930 extending over a period of eight days revealed his work in such condition that it was necessary to place him under probation. The measures needed to make his work satisfactory were taken up with him in person and he was given until July 31, 1931 in which to demonstrate ability to handle his work and to show a proper attitude towards instructions. The attached memorandum gives the details of this conference. Reference to this was made in my annual personnel report sent you November 1, 1930.

From time to time during the period of probation Ranger Doe showed that he was not taking interest in his work. He has been given every opportunity and encouragement to make good and it was only after he had the benefit of practically the entire probational period that a final check of his work was made. This was made during the latter part of July and extended over a period of seven days.

Charges and specifications follow:

First charge: Falsification of records.

Specifications: That on July 7 and 8, 1931, Ranger Doe was in the town of Gulfport. He was seen there on both dates by Mr. William Stone, merchant, and by Mr. Edward Jackson, bank teller. Affidavits to that effect are attached. There were no official reasons for Ranger Doe being in this town nor was it necessary for him to go there for personal supplies as these can be secured at Bains Crossing, his headquarters town. His presence in Gulfport, 50 miles from his station, constitutes absence from his District during the fire season without permission. This is prohibited by provision in the Forest fire plan. No member of his Guard force was informed as to his whereabouts on the two days in question. He did not ask for permission to leave his District nor did he inform any member of the Forest office or brother Forest Officers that it was his intention to visit Gulfport. His diary makes no reference to a visit to this town other than one referring to a trip made in connection with fire prevention on May 18, 1931. It shows, contrary to the facts, that these two days, July 7 and 8, were being devoted to range inspection on the Horseshoe Bend, Castle Creek and Silverado Canyon cattle ranges.

Ranger Doe first denied his presence in Gulfport on July 7 and 8, but when confronted with evidence that he had been there admitted the charge and said urgent personal business made the trip necessary. When asked why he had not requested permission his reply was that he didn't think it would be granted. He did not state the nature of the business that required his presence in Gulfport altho he was given the opportunity. He would make no reply when asked why he had seen fit to falsify his diary.

Second Charge: Inefficiency and failure to follow instructions.

Specification 1.

That the telephone spur line extending eleven miles from Stateline P. O. to Barrow Peak Lookout had not been maintained this calendar year altho the Ranger District administrative plan provides for this and the condition and importance of the line requires repair each spring. An allotment sufficient for telephone maintenance was given Ranger Doe for his spring maintenance. All other Rangers on the Forest were given allotments on the same basis and handled their telephone maintenance efficiently and within the funds given them. Ranger Doe has an easier problem than the others in telephone maintenance. On June 21 at 11:10 A. M. a fire was reported from Barstow Lookout. Barrow Peak was called for a report and it was ascertained from Stateline P. O. that the line from there to the Peak was dead. It was not until 3:00 P. M. of the same day that communication with the Peak was restored. It was learned later from the lookout man who repaired the break, that the line was down in numerous places and that stock getting tangled in the line wire were responsible for the break. An inspection of the line later showed that it had not been worked. Ranger Doe said nothing about the failure to put the Barrow Peak spur in condition until this situation was discovered and he was asked why it had not been maintained. When the question was put to him his reply was that he didn't think he would be able to get any more money. A subsequent inspection of his telephone lines showed maintenance work far inferior to that on other

Ranger Districts of the Forest. Brushing the lines was poorly done and splices were neither standard or made in a workmanlike manner. Ranger Doe's diary indicates that he spent but a total of six hours at different times on telephone maintenance. His administrative work plan provides that he spend two days with the crew at the time work begins for the primary purpose of training them in telephone repair. An additional day is allotted for inspection and supervision. Later he is supposed to secure a man and with him constitute a second 2-man crew and spend 6 days on telephone maintenance. This he did not do, hiring a man to take his place, with the result that his funds became exhausted before the completion of maintenance. There was no reason why he could not have participated in this work. His diary does not indicate that he performed work of an emergency nature or of higher priority that would have prevented him doing so. His failure to spend the allotted time with his inexperienced crew resulted in the poor work described above.

#### Specification 2.

That Ranger Doe has not given his Guards sufficient instruction and supervision. His plan provides that he spend two to four hours with his experienced men, depending upon conditions, at the time they are installed going over their work, reviewing instructions, etc., and that this initial trip be followed at monthly intervals by other trips made for the purpose of inspection and supervision. That he has failed to do this is evidenced by the following information taken from Mr. Doe's diary.

	Barrow Pk.	Cat Cr.	Wooley Mtn.	Blue Ridge
	Lookout	Guard Sta.	Guard Sta.	Guard Sta.
June	2 hrs.	—	—	1 hr.

It will be noted that during the month of June he failed to visit two guard stations entirely and it was not until the last week during July when the job that should have been given them during the first week of June. he accompanied me on my inspection that these men received instruction on. They were both inexperienced. The only knowledge of their work they possessed was acquired at the Guard training camp. In consequence both were ignorant of many duties having to do with their particular stations but the most serious feature was their lack of knowledge of their respective units. Ranger Doe had told them he would visit them and ride their country with them. He did not fulfill this promise. Nor did he explain their individual instructions to them. This resulted in the Barrow Peak Lookout having to make a telephone line repair that the Cat Creek Guard should have made, with the result that the former was away from his station during the heat of the day for a period of three hours, a time when fires are most likely to occur.

#### Specification 3.

That Ranger Doe has been inexcusably careless in the making of special use surveys and in the preparation of subsequent maps. His failure to make accurate surveys and maps is not due to lack of knowledge or ability.

On April 10, 1931, Assistant Ranger Jarrow was assigned to assist Ranger Doe in the survey of a block of summer home sites on the Pleasant

View Recreation Area. The two of them worked 8 days on the job. Ranger Doe prepared the map. The map was in error in so many instances that I sent a member of my staff, Mr. Altar, to check the work on the ground. He found the survey so carelessly made that it was necessary to do the whole job again. He learned that the Assistant Ranger had questioned the accuracy of the work but had been told "It is good enough, anyhow, why worry, no one would be the wiser". Ranger Doe knows how to make surveys and maps properly for he has made them in the past.

This specification indicates his whole attitude towards his work. The situation on his District is covered in considerable detail by my report, copy of which is attached. This report is a result of the inspection made in July.

Ranger Doe has been afforded every opportunity to make good. He has been advised from time to time regarding his work as evidenced by the attached correspondence. He has not seen fit, however, to profit by the chance given him.

Were it only a matter of inefficiency my recommendation would be to give him the opportunity to resign in preference to answering charges. His falsification of his diary and his general attitude towards his employer's interests are such that I feel it incumbent upon me to recommend his dismissal to take effect the termination of August 31.

Original and two copies of this memorandum and 3 copies of other papers in the case are being sent you.

-----  
Forest Supervisor.

Reference is made to the statement above regarding the number of copies of personnel memoranda of this kind. One copy is retained in the Regional Office and two sent to the Forester, one of which he retains, the other going to the Secretary.

The case just cited offers no difficulties in presentation. This is not always so, however, when it is a matter of inefficiency on the part of a clerk. The difficulty in the latter instance, as stated previously is due to the collection of a considerable number of items of evidence most of which are small in themselves.

O  
Personnel  
Roe, Helen

October 15, 1931

MEMORANDUM FOR REGIONAL FORESTER:

The services of Mrs. Helen Roe have become such that I was forced today, the end of her 6 months' probation, to inform her that it was necessary to recommend her removal from the Service. She was told, however, that she had the option of resigning in preference to answering charges and has seen fit to sign a resignation form. This is enclosed together with the statement, in triplicate, she was invited to make.

The circumstances leading up to the case are as follows:

Mrs. Roe gradually lost interest in her work about a year ago. Her

relations with other members of the Forest organization were and have been friendly and she informed me that any failure on her part was not due to personal or official relations with anyone in the Service. I talked with her about her work on two different occasions and finally deemed it necessary on April 15 of this year after conferring with her again to put her on 6 months probation. All of this is covered in detail in my semi-annual personnel report on the clerical employees, forwarded to you on May 1, 1931.

Mrs. Roe's duties are clearly outlined for her and no phase of her inefficiency is due to lack of knowledge of what is required. She understands the filing system, is well acquainted with other jobs she has to do and while never an exceptional stenographer has shown in the past satisfactory speed and accuracy. During the last six months, however, her work in all respects has been below standard and, if anything, has not been as well performed as during the period leading up to the time she was placed on probation. I have been exceedingly lenient with Mrs. Roe because of her past good service and because I thought perhaps there were domestic difficulties that were taking her mind from her work. Whatever there may be that is affecting her work has not become apparent. She is never communicative and during the talks had with her she took a passive part making no effort to get into and help solve the problem. There is no evidence of ill health. She claims to be well. Nothing remains to be done but make the charge of inefficiency.

*Specification 1.*

1931

April 17

The employee was given ten letters, dictated, aggregating 8 full pages single spaced letters. We estimate that the average full page, single spaced typing, requires 20 minutes which in this case would mean 2 hours and 40 minutes. She was not interrupted on the typing yet the work had to be continued to the next day. She spent approximately 5 hours on the job.

April 18

Three of the letters mentioned above involving 2½ pages single spaced typing had to be retyped because of inexcusable errors in punctuation and spelling. There was nothing to indicate the employee had made any attempt at erasures or otherwise bettering her work on these letters. At the outside this retyping should not have taken more than 50 minutes as it was copying from typing, not from stenographic notes or rough longhand draft, yet the employees spent 1½ hours on it. Mr. Smith, the Executive Assistant, asked her if she had been interrupted and she replied in the negative.

*Specification 2.*

1931

April 21

That the employee had to rewrite 2 out of 7 letters dictated to her on this day because of faulty transcription.

The language as given in the letters did not make sense. She made the proper notes as evidenced by her reading from them later but thru carelessness did not transcribe them properly.

NOTE: The items mentioned under specifications 1 and 2 are typical of others that occurred on April 24 and 27, May 1, 6, 8, 14, 16, 22, 27, 28 and to about the same extent thru June, July, August, September and up to the present date.

*Specification 3.*

June 1-30

That the employee spent an average of 3 1/2 hours a day on filing correspondence and other material and that this is about the average time she spent on filing from April 15 to May 31 and from July 1 to the present date. It has been proved by actual trial over a sufficient period of time to give a fair daily average that this work can be handled within two hours with reasonable diligence.

*Specification 4.*

Apr. 20	Aug. 4	That on the dates indicated to the left considerable time was lost in looking for needed material from the files that had been misplaced by the employee altho she is thoroly acquainted with filing procedure and the local files which have been in her charge for 3 years. No one else is responsible for the general files and it is an office rule, well observed, that she alone replace material taken from them.
24	18	
May 4	25	
12	29	
15	Sept. 7	
27	18	
June 3	23	
9	Oct. 1	
25	11	
29		
July 2		
13		
31		

*Specification 5.*

That the employee has failed to maintain the office promise card system properly with the result that this office has been embarrassed on 7 different occasions during her period of probation because of failure to reply to letters until requested and because of not having forwarded 3 reports to the Regional Office within the time specified.

Mrs. Roe has dated her resignation to take effect on the termination of November 14, 1931. It is recommended that it be accepted effective that date.

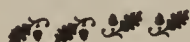
This statement and collateral memoranda referred to are being sent in triplicate.

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Forest Supervisor.

The personnel case requiring the action described in the last two illustrations is uncommon. So much so that considerable detail is given to guide the administrator who may have to recommend the removal of a subordinate. The average executive in the Region is confronted with such situations so rarely that when they do arise he usually lacks knowledge of the procedure required. Having little experience he may unwittingly cause injustice to either the Service or to the individual. It is therefore incumbent upon him to know the steps needed to insure the correct handling of the most disagreeable duty the leader has to face.

"Letting an individual out" is disagreeable, particularly if he is one we like and with whom we have shared experience. Then, too, there may be a family, wife and children, affected by our action. Always there is something in such situations that has appeal to our sympathy. Of this sympathy we need feel no embarrassment. It is only human to regret the fall of an individual or to feel sorry for one who lacks the makeup required for the job.

It is a duty to the Service and ourselves, however, not to allow sympathy and friendship cloud judgment or interfere with justice of action. To fail in this is weakness. Do you recall the passing of Steve in Owen Wister's "The Virginian"? That is an excellent illustration of unflinching regard for duty when to carry it out violated all the principles of friendship we revere.



Effort has been made in this chapter to show that discipline is not something to shy from and to mention under the breath as being disruptive of morale but on the contrary that it is something to strive for as necessary to a happy and efficient organization. Effort has been made to show that discipline is a twin to morale; rather than alien to it; that one is not complete without the other and that both together indicate as they are good or bad the degree and character of leadership given the organization.

The words of Captain Philip Williams, U. S. N., seem particularly appropriate in bringing the chapter to a conclusion.

"I want you to feel the same responsibility when the man breaks down and fails that you do when the machine gets out of adjustment. I want you to use the same observation, attention, and care with the man that you do with the machine. I want you to study the human failure just as you examine the reasons for mechanical failure. I want you to feel a personal pride in the man who, under your command, becomes a self-respecting, upstanding man-of-warsman, just as you feel a personal sense of failure for the unfortunate who becomes a deserter. I ask you to start your study of the human problem with the firm belief that the personnel you are given to control and to lead can be ruined or perfected, by your own individual efforts, by your own observation, foresight, care, and intelligence."

NOTE: The officers responsible for handling personnel cases having to do with members of the permanent force should familiarize themselves with instructions given in the following references:

Forest Manual—Page 40A—Responsibility of Supervisory Officers for Work of Subordinates.

Pages 41 and 42A—Terms of Service

Pages 50A and 50A1—Disciplinary Measures

Pages 108, 109 and 110D—Recommendations for Acceptance of Resignations

Recommendation for Dismissal.

Termination of Appointment for Unsatisfactory Service.

Regulations of the Department of Agriculture:

Paragraph 464—Suspension

” 465—Removal or Reduction

” 466—Misconduct; Bureau Reprimand

” 467—Misconduct Involving Action by Secretary.

” 941—Act August 24, 1912, Sec. 6, 37 Stat. 555 applying to removal, reduction in rank or compensation, etc.



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**HANDBOOK**  
  
**ON**  
  
**PERSONNEL MANAGEMENT**  
  
**AND**  
  
**PROCEDURE**

**PART 2**



**1933**

**UNITED STATES FOREST SERVICE**  
  
**REGION FIVE**



## RANGER TRAINING

The Preparation of Courses for Job Training Based on An  
Instructional Analysis of the Ranger's Work

By

PAUL P. PITCHLYNN

Regional Forest Inspector

California Region

Acknowledgment is made for assistance received in the preparation of this publication from officers of the California Forest Experiment Station and the California National Forest Region.

The writer is particularly indebted to Professor Benjamin E. Mallory, of the University of California, for suggestion and inspiration.

## INTRODUCTION

The preparation of a training course requires an analysis of the work in which the learner is to be trained. This analysis, however, differs from that made in the development of administrative work plans. As work plans assume "doing," so are the preliminary job analyses predicated upon "doing." The analysis made for instructional purposes, however, must have a different basis, because "doing" in the instruction process is only important as a learning method. "Doing" presupposes jobs, and learning presupposes lessons. Therefore, as the job is the unit in the work analysis, so is the lesson the unit in the instructional analysis.

Job and lesson are not synonymous. Extinguishing a fire is a job, but to know how to do it efficiently requires the learning of many lessons. It follows, then, that the instructional analysis requires a refinement of detail not necessary in the ordinary job analysis with which we are familiar. The latter is prepared for use by the worker who is already familiar with his job.

This refinement of detail, which is merely the result of breaking down jobs into lessons and lessons into learning steps, to make easy the learning process, is not to be feared by the Forest Officer instructor. Used, it hastens the learning process; not used, it delays that process. For it must be remembered that the learner sooner or later, with or without help, will go through these steps. He cannot learn to handle his job unless he does. Not to use these steps means "short circuiting," leaving gaps in the instruction line. Not to use them means the trainee learning by absorption, which is costly in time and energy, and consequently in money. Use of them means training by direction; the trainee receiving his instruction in an orderly progression and each lesson becoming a logical part of a whole.

More direction is needed in Ranger training. The importance of his job, with its many requirements in skills and abilities, necessitates it.

This is the first part of the training section of the handbook. A second part will appear later.

## THE DISTRICT RANGER AND HIS JOB

Who is the Ranger? What is his job?

To the small timber operator he is the man who prepares the sale contract, who marks the timber to be felled. He is the man who supervises the operation and scales the material to be cut. The operator considers him an important factor, for unless the Ranger knows his job, inexperience may cause the operator loss.

The permittee who grazes stock on Forest ranges sees in the Ranger the judge who determines when his stock may enter the Forest and the adjudicator of range disputes. He is the authority which protects his range from trespass and who decides questions involving range management.

The summer home resident occupying a cabin under special use permit thinks of the Ranger in terms of land management and police authority. It is the Ranger who instructs him in fire protection measures and sanitation. When disorder prevails it is to the Ranger he makes his appeal.

The transient campers and tourists see authority in the Ranger and have regard for his lore of woods and wild life. They depend first upon him in case of accident and when someone is lost. So, too, the hunters and fishermen.

Merchants from whom he makes his official purchases see the Ranger as a good customer who knows what he wants. They may deplore at times the fiscal methods necessary to protect their interests, as well as those of the Service, but promptness and surety of pay more than compensate for what they may consider red tape.

To the school children the Ranger is a welcomed visitor. They look forward to his periodic visits, when they are taught something of the mountains and forests and how to prevent the start of forest fires.

So much for those outside the organization.

The Supervisor sees his Ranger as the manager of some 200,000 acres of Forest property, responsible for the use and protection of its resources, and for the work of his subordinates, all of which entails:

Preparation and use of administrative work plans.

Knowledge of and proper application of regulations and policies having to do with:

Timber resources

Grazing resources

Recreational resources.

Hire, instruction and supervision of fire control and improvement men.

Construction and maintenance of improvements of various kinds.

Public relations activities in the interest of fire prevention and other

Forest activities.

Fire suppression.

Economic expenditure of Government money in accordance with fiscal regulations.

Maintenance of Government-owned tools and equipment.

Preparation of reports.

Etc., etc.

The probational Ranger assistant (there are not many of these, relatively speaking) looks upon his District Ranger both as the director of his work and as instructor. He knows that the District Ranger's judgment as to his capacity and efforts will guide the Supervisor when it comes time to determine if he is to receive permanent employment. (The importance of the District Ranger as instructor and judge of administrative assistants requires emphasis. His acts have influence in molding the future organization of the Region.)

The protection men, Lookouts and Firemen recognize their District Ranger as the boss. It was he who had most to do with their hire, and it was he who not only assisted in training them at the Guard Camp, but who later "broke them in" on their jobs. Their instructions issue from him, and it is from him that they learn whether they are maintaining established standards in preparedness and in maintenance of equipment.

The workers on roads and trails constructed or maintained under the District Ranger's direction see in him the engineer who lays out and checks their work and the man who instructs their foreman. It is he who passes on questions having to do with the chuck and contracts of hire.

To the firefighter on the line the District Ranger is either one of the big bosses or the man in command. His word represents law. The man with the shovel or axe depends on him for subsistence and safety, and for justice, when there is misunderstanding as to hours and pay.

This rough appraisal of the Ranger and his job is incomplete without a look at his office and storeroom, for here in tool and instrument is portrayed the wide range and diversity of his work.

In the Ranger's office:

Surveying instruments.

Drafting instruments.

Cruising and scaling equipment.

Instruments such as sling psychrometers.

Typewriters, office equipment and file cases.

Medicine and surgical kit.

The open door of a cupboard reveals a store of office supplies and forms; snowshoes hanging on the wall flanked by a pair of skis bear witness to winter activities in the field.

On the walls, aside from grazing and other maps having to do with Forest activities, are charts giving the details of the district fire control organization, rules for the maintenance of quarters, rules of the Compensation Commission and others bearing directly on the Ranger's administration.

The storeroom reveals an even greater diversity of activities. Here are

found:

Fire tools and equipment, including, perhaps, fire pump and flame throwers.

Blacksmiths' tools, including forge and anvil.

Horseshoers' outfit.

Carpenters' tools.

Plumbers' and pipefitters' tools.

Equipment used in the construction and maintenance of telephone instruments and lines.

Auto mechanics' tools and appliances.

Pack saddles, kyacks, rigging and ropes.

Many other items can be added to the list.

The foregoing sketch is indicative of what the Ranger must know and what he has to do. There will, of course, be some variation in the job. The District Ranger in Florida may not have the same job in all its details as that of the District Ranger in Montana, but the responsibilities will be similar.

There will also be variation in the knowledge and skill required for meeting certain responsibilities and doing some jobs. Greater skill and ability in organizing for and controlling fires is demanded in some sections of the country than in others where hazard and risk are light. Usually greater skill in handling carpenters' tools is required than in the use of plumbers' tools.

The determination of the condition of a range, the control of a big fire, the location of a motorway, the handling of a timber sale, the layout of a recreational area, the supervision of a Guard force, all require knowledge of many things and skills and abilities of various kinds. A few men enter the Service with some knowledge of and some ability to do Ranger work. Most do not.

## THE TRAINING PROBLEM

The Ranger is not merely a man of his hands. He must observe, and from his observations form judgments on which to base decisions. These decisions are important to those affected, and in the case of fire may mean the difference between the saving or losing of large values in resources. It is therefore necessary not only to train him in the use of tools and instruments; he must be taught how to observe and how to interpret what he sees if his judgments are to be of value. Timber marking, judging the condition of a range, laying out special use areas, locating fire lines, all require close observation as a first step.

This first step in the formation of judgment is a big hurdle, for the assumption that observation comes as a matter of course and requires no development is prevalent. The next step, interpretation, is another difficult hurdle for the Forest Officer instructor to jump. A dead colt to the inexperienced man is only a dead colt. if such a homely example may be used, but to his instructor there may be evidences that tell an important story. It

is difficult for the instructor to appreciate that it is not a question of "Man, can't you see? Where are your eyes?" What to the instructor are clear evidences of the colt having been killed but two or three hours before by a mountain lion may not be seen at all by the trainee. A coyote slinking in the distance may lead him to conclusions entirely different from the facts.

In the development of skill in use of tools and instruments the Forest Officer instructor may handicap the trainee's efforts to learn and his own efforts to teach by assuming that what he calls common sense should be sufficient guide for the learner.

Thus part of the training problem, which is several fold, has to do with the trainer rather than the trainee.

Part of the problem is to qualify the Ranger trainee for District Ranger responsibilities within as short a time as possible. Not having an organization for training, the responsibility is thrown on administrative men. Training, if it is properly done, is time consuming, and a considerable part of the time so utilized is not productive insofar as the daily job is concerned. The administrator's first responsibility being his own job, which ordinarily requires full attention, his training endeavor will naturally be subordinated even though he recognizes its importance. Every medium and device possible to facilitate and expedite the training process is therefore owed him.

The training job is made more difficult because it can seldom be planned in an orderly progression except at training camps. The insistent demands of the daily job prevent that. In consequence the trainee may have to be given instruction in jobs of a complex nature prior to instruction in more simple jobs which would have facilitated learning the former.

The training problem may be summarized as follows:

To develop and assist qualified instructors.

To hasten the development of District Rangers in the interests of the trainee, the instructor and the administrative job.

## TRAINING MEDIUMS

The need for Ranger training has always been recognized by the Forest Service. Yet, with the exception of a few short-lived attempts, it has only been within the last few years that emphasis has been placed upon training as a major activity. Though it falls short of what is desired because of lack of funds and lack of knowledge of training methods, considerable progress has been made. Ranger training camps, group conferences, training details, and correspondence courses are annual affairs. The active co-operation of vocational trainers operating under the provisions of the Smith-Hughes Act have been enlisted in the development of better training practices. But after all it is on the job where experience is gained and where practice taught elsewhere is tried. It is on the job where skillful training is needed.

It is not possible to make a District Ranger at a training camp. He can be given a perspective and taught how to do things at the camp, but skill and

ability only come with the practice afforded by the job. Sometimes, too, some things taught at the camp fail to register after the trainee has returned to his station. This Ranger job is a complex one, and the inexperienced man, unless given skillful assistance and guidance, even though he has attended a camp, will make errors, sometimes costly errors which may affect not only the work but the trainee's future in the Service. When at his station, who is to give this assistance and guidance? It must be the administrative man—Ranger, Staff man or Supervisor.

These administrative trainers have various manuals and hand books to help them in their training efforts, but these do not always suggest the steps required in teaching, nor are they prepared for the trainee, who has but a limited knowledge of fundamentals. There is still a need to be filled. A need felt by the Ranger long on the job as well as by the man responsible for training, be he Supervisor, Staff man or District Ranger, particularly the last named, when he has the job of training an Assistant Ranger.

It was this need that led to the development of the instructional device, which is the subject of this publication, although a broader use is suggested. For the inspector, Regional or Forest, who, after all, is an analyst and instructor, the analysis herein described should furnish a medium both for determining reasons for faulty practices and needs for training.

#### INSTRUCTIONAL ANALYSIS OF THE DISTRICT RANGER'S WORK, WITH COURSE OF TRAINING

It is proposed here only to demonstrate the method of analysis and the preparation of the instructional course. Everyone responsible for training should be familiar with the steps needed. Many are. No teaching job should be undertaken without such an analysis. The trainer on the job may not make up one on paper, but the chances are he makes one unconsciously in his mind. This is not enough, however, for unless skill has been developed, and it can be, it means short circuiting in the training process, which means blanks in the knowledge of the trainee. Skill can be developed by practice in the instructional analysis of jobs. It should be stated also that skill is needed in listing lessons in a logical learning sequence. As an example: the new man unacquainted with timber sale practice could not be expected to prepare a sale contract intelligently until he knew something about sale procedure as applied on the ground. The trainer would therefore postpone teaching how to prepare a contract until his trainee had been given instruction on a sales operation, although the preparation of a contract is one of the first steps in making a sale.

The small commercial sale (see page 11) has been selected as an example of breaking down a job group, as it affords the use of marking for illustrating the successive steps of observation, interpretation, judgment and decision.

Range inspection (see charts) was selected as a portrayal of the analysis and instructional course, for it, too, requires the building up of judgment and the technic of range inspection.

The development of skill in the use of tools will not be touched upon

other than to mention the marking axe, for the subject is fully developed in other publications.

#### PREPARATION OF ANALYSIS

*The first step* in the making of an instructional analysis is to break the Ranger's work down into major divisions or activities along lines similar to those followed when the Ranger's job analyses were made. For instance:

- Forest Management
- Grazing
- Fire Control
- Lands
- Operation

*The second step* is to break the individual activity down into subdivisions or job groups. Such a job group would be:

- Under Forest Management:
  - Range Commercial Sale
- Under Grazing:
  - Range Inspection.
- Under Fire Control:
  - Guard Inspection
- Under Operation:
  - Motorway Construction

*The third step* would be to subdivide the job group into its components:  
Job Group: Ranger Commercial Sale

- Jobs: Estimate and Appraisal
- Preparation of Contract
- Marking
- Scaling
- Supervision
- Reports
- Brush Disposal
- Closure

The teaching order as already mentioned would vary from this setup. The list here indicates the *doing* setup, not the *learning*.

*The fourth step* is to divide each job into instruction units or lessons. It is important at this stage in the analysis to remember that a lesson must be simple and contain fewer than 7 points, if possible. (Lesson planning is described in most books on training. The process is suggested below.)

The first thing to be considered by the instructor is the order in which his lessons are to be taught. Consider marking, using the Dunning tree classification, as an example of breaking a job down into instruction units or lessons. Marking requires judgment, but before this can be arrived at factors have to be weighed, and these can only be considered after a systematic observation of forest types, stands and characteristics of trees, singly and in groups. With this in mind, he arranges his instruction in the order that will facilitate his trainee learning one thing at a time and in an orderly progres-

sion. This would be something like the following:

INSTRUCTION UNITS (LESSONS)	INSTRUCTION POINTS
<i>How to Recognize:</i>	<i>Observe:</i>
Lesson 1.	Dominant trees
Position of individual trees in the stand with reference to other trees.	Codominant “
	Intermediate “
	Suppressed “
* * * * *	

The object of this lesson is twofold—one to prepare the trainee for the lessons that follow and the other to teach him terminology.

\* \* \* \* \*

<i>How to Recognize:</i>	<i>Observe:</i>
Lesson 2.	Position (See Lesson 1)
Class 1. (Immature-thrifty)	Crown
(Age 60-150 years)	Length
	Width
	Foliage
	Form of top
	Annual whorls
	Diameter
	Bark
	Vigor

Lessons 3 to 8 inclusive, having to do with tree classes 2 to 7, will have the same instruction points. Lesson 9 would cover “Risk,” and the instruction points would have to do with damage to the tree by fire, disease, insects, age, wind, etc.

The instructor at this point has the trainee study marking principles, as it is only now that he is in a position to understand them—and here it must be recognized, *understand them only*. He will not be able to apply them until after the same type of drill in observation and comparison as provided for him in the first 9 lessons. This application means the decision to cut or leave after going through the steps mentioned above: observation, interpretation and judgment.

Last of all, in this particular training course, comes the use of the marking axe. Two lessons are involved here, one having to do with the marking blazes, in which size, depth, position and stamp are instruction points, and the other with the use of the axe itself, where position of body with reference to the tree, position of the hands on the handle, direction of stroke, etc., are the instruction points.

So far little has been said of instruction methods or sources of information. Without these, particularly the former, the instructional chart would fall short of meeting its full usefulness as a training tool. Then, too, other elements need be included. In other words, a training course for any *job*

*group* to be complete requires:

1. Description of the course (Title).
2. Statement of objectives.
3. Instructions for the trainer.
4. Instructional analysis.
  - a. Responsibilities (Jobs).
  - b. Instruction units (Lessons).
  - c. Instruction points.
5. Instruction methods.
6. Sources of information.

The instructional course and analysis which follows outlines in its various parts these elements.

#### RANGE INSPECTION

1. *Title*—is descriptive of the training course. Ordinarily it is preferable to build courses around job groups. Major activities cover too wide a scope to lend themselves to treatment as individual courses; they would be unwieldy in use. The combined individual courses for the job groups, constituting a major activity, such as Grazing or Forest Management, would naturally form a training course for the activity involved.
2. *Statement of objectives*.—The instructor, when preparing an instruction course, must have its objectives clearly before him, not only for the course as a whole, but for each group of lessons and for each lesson. Generally, the subject of a group of lessons or of individual lessons can also be worded to suggest the objective. As an example, the description of the first group or series of lessons on the chart "Involving Soil" gives not only the subject of the group but the objectives also—"Judge condition of rich soil," etc., *i. e.*, to acquire the ability to judge rich soils. In turn the subject of the first lesson in this series is also the objective, "How to recognize satisfactory soil conditions." It should be noted that verbs are used all the way through in naming lessons—action on the part of the learner is required, either mental or physical.
3. *Instructions for the trainer*.—These should be only those required in the teaching of the course involved. The trainer should familiarize himself with training principles that are given in text books on training.
4. *Instructional analysis*.—The steps taken in this form of analysis have been outlined, but for further illustration the process followed in breaking down range inspection will be given.
  - A. Range inspection is divided as follows:
 

Responsibilities (Jobs)	Involving	Soils.
"	"	"
"	"	Plants.
"	"	Range.
"	"	Stock.

A concluding division involving appreciation of the value of soil and the necessity for its preservation and that of other values through efficient range management.

- B. Subdividing each of the 5 sections listed above as shown on the chart.
- C. Breaking each subdivision into individual lessons.
- D. Listing the instruction points for each of the lessons.

One may consider some of the instruction points as being lessons in themselves. In many instances it is possible to carry the breaking-down process to the point of unnecessary refinement. Here it was felt that if the instructor followed the course as outlined, any further breaking down required would not conflict either with the learning process or good teaching principles. In such cases a point merely becomes a lesson in itself that has its proper place in the instruction order.

5. *Instruction methods*.—These apply only to the development of the individual training course, and are directions to the trainer. They will vary with each course. The methods will tie in closely with the instruction points. Care is necessary to leave no gap in the process. The learner should know thoroughly each step before he proceeds to the next.

It will be noted that, without naming them as such, provision is made for use of the Demonstration, Illustration, Directed Discussion and Lecture methods. The last only to a minor extent. No mention is made of the four formal steps in teaching a lesson. The instructor should be familiar with these both before making an instructional analysis or attempting to guide a trainee through the learning process.

An important point is to have the trainee “*doing*” with all his faculties as much of the work as possible, with the trainer merely guiding his efforts. A principle for the trainer to keep in mind when outlining the training methods is that the learner’s job to learn is far more important than the instructor’s job to teach.

Stress the use of notebook. When the learner can enter in his notebook the substance of what he has *learned to do*, not what he has been told, then he is being trained.

6. *Sources of information*.—The books and bulletins listed on the chart are sufficient to give the learner a good grasp of range management and kindred subjects after he has learned to understand their contents by training on the ground. Such lists should not be too large. Only the literature that the beginner can understand should be cited, and then only enough to cover adequately the subjects contained in the course. Too large a bibliography may discourage the trainee. After he has become trained in fundamentals, every encouragement should be given him to widen his reading and study.

The best training medium of all is the experienced man who

knows how to teach. He will know that telling is not teaching; that a display of his own knowledge and ability is not teaching, and that it is the learner who is the more important of the two in the learning process. He will know how to make the learning job interesting to his trainee and how to create in him a feeling of achievement when he has learned to do a new job.

## INSTRUCTIONAL ANALYSIS OF THE DISTRICT RANGER'S WORK WITH COURSE OF TRAINING

(For Use by Instructors and Inspectors)

### ACTIVITY: GRAZING

#### JOB GROUP: INSPECTION OF CATTLE RANGES

INSTRUCTIONAL OBJECTIVES: To assist trainee to recognize:

1. The effect of grazing on:
  - a. Soil
  - b. Vegetative cover (grass, herbs and shrubs)
  - c. Tree growth
2. The effect of existing management on the range.
3. Need for changes in management.

That he may appreciate:

1. The importance of range management in maintaining proper balance of:
 

a. Soil	c. Timber
b. Watershed	d. Forage
	e. Recreation
2. The importance of securing maximum grazing receipts consistent with the improvement and perpetuation of the forage and other resources.

INSTRUCTIONS FOR THE TRAINER: This course of instruction is to be given on an inspection trip made primarily in the interest of training. Select a range where condition of soil and vegetative cover, and character of management will afford comparisons, but not one where the use is complicated by special factors. Follow the order of instruction, even though it requires deviation from the regular plan of travel.

Adhere to the instruction outline and refrain from discussion of range inspection subjects not pertinent to the lesson being taught. Be patient; do not try to speed the learning process.

Keep in mind this is training in fundamentals. After the lessons outlined here have been learned the trainee may be given additional instruction as to range plants and the significance of their presence, refinements of range management, etc., but not before.

The trainee with little knowledge and slight experience in grazing will learn faster by studying the books and bulletins listed here *after* this course of instruction rather than before.

Give the trainee occasional oral examinations on the subjects of this course while on grazing work in the field.

# RESPONSIBILITIES (JOBS)

## INVOLVING SOIL

To make systematic observations and judge condition of rich soil usually found in meadows and flats. (Withstands damage by trampling.)

# INSTRUCTION UNITS (LESSONS)

## How to RECOGNIZE:

1. Satisfactory soil condition.
2. Sheet erosion in an early but serious stage.
3. Sheet erosion in an advanced stage.
4. Increasing gully erosion.

## How to RECOGNIZE:

1. Satisfactory soil condition.
2. Sheet erosion in an early stage.
3. Sheet erosion in an advanced stage.
4. Increasing gully erosion.

# INSTRUCTION POINTS

## OBSERVE:

Unbroken sod.  
Humus-laden top soil.  
Absence of erosion.

Broken, patchy sod.  
Raw, coarse surface.  
Absence of humus except where there is sod.

Little remaining sod.  
Plant hummocks.  
Pebbly surface (erosion pavement).  
Practically no humus.  
Exposed root collars.

Scouring in stock trails.  
Exposure of roots in banks.  
Cutting and breaking down of banks.  
Absence of plant growth in gullies.

## OBSERVE:

Litter carpet.  
Humus-laden top soil.  
Absence of erosion.

Absence of litter.  
Disappearance of humus.  
Raw, coarse soil.  
Slipping of soil surface.

Exposed root collars.  
Plant hummocks.  
Pebbly surface (erosion pavement).

Shoestring gullies.  
Scouring in stock trails.  
Exposure of roots in banks.  
Cutting and breaking down of banks.  
Absence of plant growth in gullies.  
Silt deposits at bottom of slopes.

# INSTRUCTION METHODS

## THE INSTRUCTOR WILL:

1. Visit a section of good meadow.
  2. Call attention to sod as a soil cover and retardant of runoff.
  3. Dig up a piece of sod and top soil.
  4. Show how network of roots assists retention of soil and moisture.
  5. Show humus content.
  6. Explain value of humus.
  7. Direct attention to absence of gullies and signs of wash.
- Then:
1. Visit a section of meadow where damage to soil has begun.
  2. Have trainee compare conditions point by point with those on undamaged range.

## Next:

1. Visit a section of meadow where soil depletion is in an advanced stage.
2. Require trainee to compare conditions point by point with those on second area visited.

## Then:

1. Visit an area where a wash or creek will furnish examples of gully erosion.
  2. Point out evidences of continuing soil destruction.
- Finally follow the same steps for the group of lessons on light loose soils. Show how plant stems, root-mat and litter retard runoff and erosion.

# SOURCES OF INFORMATION

Hilgard, together with other textbooks on soils, can be secured from the Regional Library.

Dept. of Agr. Publications.  
Circular No. 33.  
Soil Erosion, A National Menace.

By H. H. Bennett and  
W. R. Chapline.

Bulletin No. 675.

Range Preservation and Its  
Relation to Erosion Control  
on Western Grazing Lands.

By A. W. Sampson and  
H. L. Weyl.

Technical Bulletin No. 220.  
A Study of the Influence of  
Herbaceous Plant Cover on  
Surface Runoff and Soil Erosion in Relation to Grazing on the Wasatch Plateau in Utah.

By C. L. Frosling.

First Book of Grasses.

By Agnes Chase.

A Manual of the Flowering  
Plants of California.

By W. L. Jepson.

Flowers of Coast and Sierra.

By Edith S. Clements.

Native American Forage  
Plants.

By A. W. Sampson.

Dept. of Agr. Bulletin 1245.  
Stock-Poisoning Plants of  
the Range.

By C. D. Marsh.

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Stock-Poisoning Plants of  
California.

By H. M. Hall and

H. S. Yates.

RESPONSIBILITIES (JOBS)	INSTRUCTION UNITS (LESSONS)	INSTRUCTION POINTS	INSTRUCTION METHODS	SOURCES OF INFORMATION
	<p>How to RECOGNIZE: Improvement in condition.</p>	<p>OBSERVE:</p> <p>Presence of plants in bottoms of stock trails and gullies. Gully filling.</p>	<p>THE INSTRUCTOR WILL:</p> <ol style="list-style-type: none"> <li>1. Visit a location where gully erosion has stopped.</li> <li>2. Point out evidences of improving conditions. Have trainee summarize soil conditions for each type in his notebook before leaving the range.</li> </ol>	<p>Range and Pasture Management. By A. W. Sampson.</p>
<p>INVOLVING PLANTS</p> <p>To know principal grasses, herbs, shrubs and trees growing on <i>wet meadows</i>. (<i>Wet Meadow Type</i>.)</p>	<p>How to RECOGNIZE:</p> <ol style="list-style-type: none"> <li>1. Good forage grasses and grasslike plants.</li> <li>2. Fair forage grasses.</li> <li>3. Good forage herbs.</li> <li>4. Poor forage herbs.</li> <li>5. Poisonous herbs.</li> <li>6. Shrubs and trees good as forage when young.</li> <li>7. Shrubs of poor forage value.</li> <li>8. Poisonous shrubs.</li> </ol>	<p>MEMORIZE BY APPEARANCE:</p> <p>Kentucky blue grass. Timothy. Rushes—Round stem. Rushes—Flat stem. Sedges.</p> <p>Velvet grass. Hair grass.</p> <p>Clover. Lotus. Bluebell.</p> <p>Aster. Meadow rue. False hellebore.</p> <p>Death camas. Water hemlock.</p> <p>Willow. Aspen.</p> <p>Alder. Dogwood.</p> <p>Black laurel.</p>	<p>THE INSTRUCTOR WILL:</p> <ol style="list-style-type: none"> <li>1. Go to a place on a wet meadow where he can show the trainee grasses and grasslike plants that have not been grazed. (This may be in an enclosure or where brush thickets have prevented cropping.)</li> <li>2. Have the trainee enter the name of the type in his notebook and then the heading listed as Lesson 1, "Good forage grasses and grasslike plants."</li> <li>3. Point out a Kentucky blue grass plant that has not been cropped.</li> <li>4. Have the trainee pull it up.</li> <li>5. Have the trainee pull one up that has been cropped.</li> <li>6. Place the two side by side and note carefully the difference. A botanical identification is unnecessary, and further will interfere with the memorizing process.</li> <li>7. Have him enter the common name of the plant in his notebook</li> </ol>	<p>Dept. of Agr. Publications. Bulletin No. 791. Plant Succession in Relation to Range Management. By A. W. Sampson. Bulletin No. 1405. Grazing Periods and Forage Production on the National Forests. By A. W. Sampson and H. E. Malmsten. Bulletin 1227. Damage to Range Grasses by the Zuni Prairie Dog. By W. P. Taylor and J. V. G. Loftfield. Bulletin 790. Range Management on the National Forests. By J. T. Jardine and Mark Anderson. Bulletin 1358. Range Watering Places in the Southwest. By M. W. Talbot. Livestock Husbandry on Range and Pasture. By A. W. Sampson. Western Grazing Grounds and Forest Ranges. By Will C. Barnes. Range Beef Production. By F. S. Hultz.</p>

To know principal grasses, herbs, shrubs and trees growing in *Mixed Conifer Type*.

How to RECOGNIZE:

1. Perennial grasses of good forage value.
2. Perennial grasses of poor forage value and mechanically injurious when mature.
3. Annual grasses of good forage value when young — mechanically injurious when mature.
4. Good forage herbs.
5. Poor forage herbs.
6. Poisonous herbs.
7. Shrubs of good forage value.
8. Shrubs and trees of poor forage value.

MEMORIZE BY APPEARANCE:

- Large mountain brome.  
Western fescue.  
Blue grass.  
Porcupine grass.  
Onion grass.  
Squirrel tail.  
Foxtail barley.  
Downy brome.  
Rip gut.  
Geranium.  
Hawkweed.  
Fireweed.  
Phacelia.  
Lupine.  
Violet.  
Mustang mint.  
Larkspur.  
Milkweed.  
Blue brush.  
Service berry.  
Bitter cherry.  
Snow berry.  
Willow (young shoots only).  
Bear clover.  
Gooseberry.  
Wild rose.  
White thorn.  
Manzanita.  
Black oak.  
Willow (except young shoots).

Herbarium at Ranger Station.

Experienced Man.

- under the heading he has just written.
8. Go through the same process in connection with Timothy, Sedges and the two types of Rushes. It is only necessary for the trainee to distinguish a rush or sedge; he does not have to know individual members of the families.
  9. Test the trainee by having him point out and name a number of times each of the plants he has been taught to recognize, but in a portion of the meadow where grazing has been the heaviest.
  10. Continue in the same manner with Lesson 2.
  11. At the conclusion of Lesson 2 test again for Lesson 1, and at the end of Lesson 3 test for both 1 and 2, and so on throughout the series.

Then:

Visit appropriate places on the side hills (Mixed conifer type), and follow the same procedure used on the meadow.

THE INSTRUCTOR WILL:

Not allow the trainee to memorize at this time more than the number of plants listed.

Not discuss condition of vegetative cover in this series of lessons.

The objective here is to know the plants by sight. Condition appears in the next section.

RESPONSIBILITIES (JOBS)	INSTRUCTION UNITS (LESSONS)	INSTRUCTION POINTS	INSTRUCTION METHODS	SOURCES OF INFORMATION
<p>To make systematic observations and judge condition of vegetative cover.</p> <p>Wet Meadow Type.</p>	<p>How to RECOGNIZE:</p> <ol style="list-style-type: none"> <li>1. Satisfactory condition of cover on wet meadows.</li> <li>2. Unsatisfactory condition of cover on wet meadows.</li> </ol>	<p>Observe:</p> <p><i>Ground Cover:</i> Thick unbroken sod. Color of plants. Height of plants (cropped). Volume of plant growth. Condition of roots.</p> <p><i>Shrubs and Trees:</i> Alder unbrowsed. Light browsing of new growth of willows.</p> <p><i>Ground Cover:</i> Thin broken sod. Color of plants. Height of plants (cropped). Reduced volume of individual plant growth. Condition of roots.</p> <p><i>Shrubs and Trees:</i> Browsing of alder. Heavy browsing of willows. Dead and stunted willows.</p>	<p>The trainee knows the principal plants, and may now be taught to recognize what is happening to them. The instructor will remember that the trainee can only learn to form judgments by seeing contrasts and making comparisons.</p> <p>HE WILL THEREFORE: <i>Show the Trainee:</i></p> <ol style="list-style-type: none"> <li>1. Each of the grasses and sedges properly utilized, and</li> <li>2. At the same time those too heavily used.</li> <li>3. Direct attention to differences in:</li> <li>4. Color.</li> <li>5. Volume of plant.</li> <li>6. Size of root systems.</li> <li>7. Have the trainee make a sufficient number of comparisons to insure "getting" the differences in appearance.</li> </ol> <p>Then follow the same procedure for the herbs.</p> <p><i>Next:</i></p> <ol style="list-style-type: none"> <li>1. Have the trainee note the appearance of properly utilized shrubs and trees in contrast with those too heavily used.</li> <li>2. Have him make a sufficient number of comparisons to demonstrate his ability to recognize proper and improper use.</li> <li>3. Have him enter in his notebook the evidences of injury to range plants.</li> </ol> <p>Follow the same steps in determining condition of vegetative cover on side hills. This will involve going some distance from water.</p>	
<p>Mixed Conifer Type.</p>	<p>How to RECOGNIZE:</p> <ol style="list-style-type: none"> <li>1. Satisfactory condition of cover on sidehills.</li> <li>2. Unsatisfactory condition of cover on sidehills.</li> </ol>	<p>Observe:</p> <p><i>Ground Cover:</i> Vigorous appearance of plants. Height of plants. Height of plants cropped. Some grass left over from previous year. Condition of grass roots.</p> <p><i>Shrubs and Trees:</i> New growth on palatable shrubs and willows, and aspen only partially browsed.</p> <p><i>Ground Cover:</i> Sickly appearance. Vegetation closely cropped. Volume of plants reduced. Condition of roots.</p>		

<p>INVOLVING RANGE</p> <p><i>Determine Condition of Range.</i></p> <p>As used here Range means the combination of soil and vegetative cover.</p>	<p>How to RECOGNIZE:</p> <p>1. Range in good condition.</p> <p>2. Range deterioration.</p>	<p><i>Shrubs and Trees:</i></p> <p>Browsing of both current and old growth.</p> <p>Stubby and stunted.</p> <p>Nipping of leaders and terminals on timber reproduction.</p>	<p>OBSERVE:</p> <p>Absence of erosion.</p> <p>Forage properly utilized.</p> <p>Shrubs and trees uninjured.</p> <p>Presence of the more palatable plants.</p> <p>Minimum of localized overgrazing.</p> <p>Entire area properly grazed.</p> <p>Absence of range-damaging rodents.</p> <p>Erosion.</p> <p>Lowering water table on meadows.</p> <p>Damage to forage.</p> <p>Injury to shrubs and trees.</p> <p>Stock eating unpalatable growth.</p> <p>Damage to vegetative cover by tramping.</p> <p>Presence of range-damaging rodents.</p>	<p>Show trainee result of browsing of reproduction.</p>
<p>INVOLVING STOCK</p> <p>Make systematic observations and judge management of stock.</p>	<p>How to RECOGNIZE:</p> <p>1. Permitted and trespassing stock.</p>	<p>OBSERVE:</p> <p>Earmarks, Brands, Markers, <i>i. e.</i>, individuals that stand out because of some peculiarity of color or otherwise.</p>	<p>The trainee has learned to judge condition of soil and vegetative cover separately. He can now be taught to integrate them and judge condition of range.</p> <p>THE INSTRUCTOR WILL:</p> <ol style="list-style-type: none"><li>1. Explain the relationship between soil and cover.</li><li>2. Caution trainee not to judge condition of range until complete and systematic observation is made.</li><li>3. Have trainee note difference between localized damage by stock trampling and overgrazing around watering places and salt grounds, and widespread damage.</li><li>4. Have the trainee:<ol style="list-style-type: none"><li>a. Enter in notebook evidences of satisfactory and unsatisfactory conditions.</li><li>b. Show on map areas where conditions should be remedied.</li><li>c. Note rodent damage.</li></ol></li><li>5. Revisit any portion of the area if necessary to facilitate instruction.</li></ol> <p>This group of lessons may require a visit to more than one range.</p> <p>THE INSTRUCTOR WILL:</p> <ol style="list-style-type: none"><li>1. Have a copy of the</li></ol>	

RESPONSIBILITIES (JOBS)	INSTRUCTION UNITS (LESSONS)	INSTRUCTION POINTS	INSTRUCTION METHODS	SOURCES OF INFORMATION
	2. Satisfactory management. Range. Salt.	Breed, sometimes. Erosion absent or stopped. Satisfactory utilization. Salt logs sufficient in number and distributed to insure full and even use of range. Sufficiency of salt at individual logs. Salting away from meadows, water and camp grounds. Alternate use of salt logs to reduce local overgrazing. No salting near boundaries Seasonal use. Sufficient watering places in conjunction with salt to insure full and even use of range. Adequacy of supply at individual places. Watering places maintained. Absence of drift from other ranges. Absence of damaging congestion on meadows. Distribution of stock over the range. Fences maintained. Vegetative cover in satisfactory condition. Permit requirements complied with. Fences maintained. Gates in repair. Fences up and maintained.	management plan, map and prepared Forms 874-12. 2. Ride a section of well-managed range. 3. Point out the various earmarks and brands encountered. 4. Have the trainee enter the brands, with their names, in a vertical column in his notebook. 5. Have him tally by brands the stock observed. (This primarily for practice.) 6. Start trainee in the habit of noting stock and brands and marks by occasional questions. 7. Suggest the inadvisability of using condition of stock as an indication of range condition. 8. Have trainee observe the evidences of proper use of range. 9. Have the trainee note location of salt logs. 10. Have him observe on map and ground distribution of logs. 11. Have him check the amount of salt in each. 12. Explain reasons for location. 13. Explain requirements as to quantity furnished per head per month. 14. Show how salt is used to control movements of stock. 15. Demonstrate the value of numbering logs. Then having visited several logs, arrange to visit a couple of watering places.	
	Water.			
	Herding.			
	Pastures.			
	Corrals.			
	Drift and divisional fences.			

3. Unsatisfactory management.	_____
Range.	_____
Salt.	_____
Water.	_____
Herding.	_____
Pastures.	_____
Corrals.	_____
Drift and division fences.	_____

Appearance of erosion.  
Overgrazing.  
Unutilized feed.

\_\_\_\_\_

Insufficient number of salt logs.  
Lack of salt.  
Salting on or near meadows, at water and near camp grounds.  
Attraction of outside stock by salting near boundaries.  
Lack of planning in use of salt.

\_\_\_\_\_

Insufficient number of watering places.  
Watering facilities in bad repair.  
Springs trampled.  
Inadequacy of supply at individual places.

\_\_\_\_\_

Stock congested on meadows.  
Portions of range unutilized.  
Drift from other ranges.

\_\_\_\_\_

Fences in need of repair.  
Range stock in enclosures.  
Overuse of feed.  
Non-compliance with permit.

\_\_\_\_\_

Not maintained.

\_\_\_\_\_

Gates needing repair.  
Fences down or otherwise in need of maintenance.

THE INSTRUCTOR WILL:

1. Show watering places not maintained, and point out improvements required.
2. Teach how to determine adequacy of supply based on number of stock using place.
3. Inform trainee how far apart watering places should be for best advantage of stock and range.
4. Explain relationship between salt and water in getting good distribution with consequent even utilization.

The instructor will inform the trainee of local practices in:

1. Bringing stock onto the range.
2. "Gathering."
3. Use of corrals.
4. Use of pastures.

During the trip pay particular attention to fences, and have the trainee keep systematic notes as to condition.

Explain purposes of drift fences.

After the trainee has seen and been instructed in good range management, take him to a section of range where poor management is evident.

Follow the same procedure as above. Make this inspection unusually detailed, for until several range inspections have been made it will not be time to teach the trainee how to judge conditions accurately by cross sections or by key areas.

If conditions make it pos-

RESPONSIBILITIES (JOBS)	INSTRUCTION UNITS (LESSONS)	INSTRUCTION POINTS	INSTRUCTION METHODS	SOURCES OF INFORMATION
<p>To <i>appreciate</i> that <i>soil</i> must be the first concern; that when it goes all else goes, with loss in revenue to the stockman and the Service and damage to other interests.</p>	<p>UNDERSTAND THAT:</p> <ol style="list-style-type: none"><li>1. Soil depletion on the range is usually caused by overgrazing.</li><li>2. Best forage plants disappear with loss of humus and top soil.</li><li>3. Best forage plants are eventually succeeded by inferior species of little or no forage value.</li><li>4. Carrying capacity of the range is reduced with the loss of good forage plants.</li><li>5. With soil depletion and a reduced carrying capacity the number of stock must be reduced and perhaps other remedial measures introduced.</li><li>6. Failure to remedy conditions results in heavier overgrazing and a consequent acceleration of erosion.</li><li>7. Continued overgrazing and erosion results in loss of soil productivity and finally barrenness.</li></ol>		<p>sible, be sure to show how lack of sufficient water and salt result in overgrazing in some sections and non-utilization in others.</p> <p>Have the trainee note these areas on his map. He will keep notes of all conditions that require betterment.</p>	
			<p>The trainee has been taught to make and record systematic observations and to judge:</p> <ol style="list-style-type: none"><li>1. Condition of soil.</li><li>2. Condition of cover.</li><li>3. Management of stock.</li></ol> <p>The instructor will now teach him the interrelationship of the three, using the outline to the left.</p> <p>No attempt should be made to go into detail regarding plant succession at this time, but the trainee's interest should be stimulated preparatory to reading and to further field instruction.</p> <p>The trainee will now check his notes against the provisions of the unit plan. With any guidance needed he will enter in his notebook:</p> <ol style="list-style-type: none"><li>1. Suggestions for revision of the plan.</li><li>2. Remedial measures needed.</li><li>3. Methods for securing remedial measures.</li></ol>	
<p>That <i>Efficient Management</i> of Forest ranges is necessary to prevent damage to other interests</p>	<ol style="list-style-type: none"><li>1. Overgrazing is detrimental to timber production.</li></ol>	<p>Due To:</p> <p>Browsing young reproduction.</p> <p>Trampling young reproduction.</p>		

Stock invading public camp grounds.  
No forage for tourist stock.  
Damage to tourist pastures by stock.  
Gullies.  
Silt.

OBSERVE:

- Area.
- Range types.
- Density of cover.
- Palatability.
- Actual use.
- Period used.
- No. stock using range.
- Condition of range.
- Condition of ground (moisture).
- Height of plants.
- Flowering and seeding stage.
- Damage resulting from premature grazing will be explained to the trainee.
- Grazing of alternate areas after seed maturity.
- Overgrazing.
- Cropping of best forage plants before opportunity to seed.
- Fencing.
- Salting.
- Herdling.
- Salting away from such areas.
- Herdling.
- Fencing.
- Eradication.
- Dead carcasses.
- Signs of struggle.
- Tracks.

KNOW:

- 1. How to determine carrying capacity (Forage Acres).
- 2. When range is in readiness for use (vegetative readiness).
- 3. How to insure reseeding of good forage plants. (Rotation grazing.)
- 4. When sections of range require rest. (Deferred grazing.)
- 5. How to control stock to prevent too early use of range. (Seasonal use.)
- 6. How to prevent losses from poisonous plants.
- 7. How to recognize losses from predatory animals.

To appreciate the:  
Need for regulation of and improvement in use of range.

The trainee, if he has learned the previous lessons, is now ready for additional instruction.

This small group of lessons may be given after the conclusion of the preceding section as a tie to study and reading, or it may be deferred if ranges are to be inspected where demonstrations are possible.

It is important that the trainee understands terminology and visualizes intelligently subject matter of the grazing literature he reads.

These lessons should be demonstrated on the ground, where possible, otherwise the instructor, when giving them, should use maps and charts for illustrations.

The grazing knowledge secured by the trainee, and his ability to apply it, will reflect the effort and skill of the instructor.

The instructor will secure the books and bulletins listed in the column headed "Sources of Information," and will guide his trainee's study of their contents.

See books and bulletins already mentioned.  
The trainee is specifically referred to Chapter XIX, "Suggestions for Instruction in Pasture Management and Livestock Production," in "Range and Pasture Management," by A. W. Sampson. This chapter contains an outline of a grazing course of value to the trainee. All literature needed in taking it may be secured from Forest and Regional Libraries.

The following narrative tells the story of a District Ranger who is teaching his assistant to inspect a cattle range. The Ranger has an important two-man district to administer, and it is therefore necessary that his every teaching effort counts. It is not only his job to train the Assistant Ranger, but to fit him for productive work as soon as possible. The Ranger knows that time taken now to instruct his trainee thoroughly will pay big dividends later on, and will save time in the long run. His experience has taught him that the Assistant who gets but a smattering of the job lacks confidence when on his own, and, knowing in advance the likelihood of failure, lacks the incentive had by the one who has learned and is anxious to show achievement. He is analytical enough to appreciate the difficulties that surround his apprenticeship, and is wise and generous enough to smooth the training path for the young Rangers assigned him for training.

The District Ranger, Bob, would go into action something like this:

"Ed, tomorrow is the big day. That's when your grazing experience begins. We'll be gone from the station 10 days, so it will take a little while this evening to get organized if we are to make an early start in the morning. While we are here in the office you had better prepare your notebook. Sit here where I can show you how.

"The first range we'll hit will be that one," placing a finger on a range unit delineated in green on a large scale grazing map. "It'll take a couple of hours to get there. We'll stay over night at Pine Creek Camp, here where the black square is, see? As we'll use the Pine Creek and adjoining ranges for your training. No," in reply to a question from Ed, "Pine Creek Camp is where the stockmen stay when they are working that country. The camp is in a pasture. There isn't anything there but a spring, a fireplace and a place to bed down, all fenced in to keep stock out when they are in the pasture. There's a corral to run the horses into. Not much chance of finding anybody around there now.

"Well, let's get back to that notebook. Write the name of the range at the top of the first page. 'Pine Creek Range,' O. K. Now underneath that write date inspected, which will be tomorrow. That's it. On the next line, Grazing season June 16 to October 15. Enter below that, area 6,000 acres. Next comes the stockmen's names who graze their cows on Pine Creek, and the number they run. Write here on the left side Permittees and then to the right, on the same line, Stock Permitted. Good.

"Under Permittees write Henry Smith, and opposite his name, under Stock Permitted, enter 275, his number of cows; then follow with Al Roberts, and show 75 as his number. Those two men are the only ones permitted to graze on Pine Creek, which is estimated to carry 325 head."

Ed: "Bob, don't they have anything but cows?"

Bob: "Sure."

Ed: "But you said——"

Bob: "I know what you mean. Cow is a general term, Ed. They say circus people call all elephants bulls, male or female. Well, it's pretty much the same thing in a cow country. When a stock man says he runs about 1,000

head of cows he means, cows, bulls, steers and so on.

"Doggone it," Bob continued, "it's hard for me to remember that you don't—— Say! do you know what a dogie is?"

He found that Ed's knowledge of cow terminology, while in the main all right, needed some bolstering. This was given here, as it involved no break in the instruction order to be followed on the morrow.

Bob: "Let's get back to the notebook.

"Turn the next page, Ed, and write Soil at the top. Soil will be the first thing we'll inspect tomorrow. Now skip 8 or 10 pages. You will probably use that many for notes on soil conditions. The next heading is Plants. Jump 8 or 10 more pages for that heading and write Range as a subject. Allow about 8 more and write Management of Stock. O. K.

"Now here is a list of the maps and other dope we'll need. I want you to get these together so you will know next time what will be needed and where to find it. I'll help you and then we will get busy with the packs. We won't talk any more about range inspection until we get on the job tomorrow, for just telling you about it won't be half as good as you seeing and learning it for yourself."

The next morning Bob and his assistant left their station for the field. Ed, naturally interested in what, to him, was an unknown and somewhat mysterious subject, began questioning as soon as he saw the first bunch of cows. Bob was called upon to display considerable tact, for he did not wish to mar his assistant's interest or interfere with timely queries. He knew his job was to elicit questions, not to still them, but to have them asked at those times when his teaching order would be advanced and not interfered with. His experience in instructing new Rangers told him that answering all the haphazard questions that Ed was liable to ask on this first day would not only interfere with his teaching scheme but also result in his trainee getting a jumble of ideas not properly related and therefore contributory to possible confusion and misunderstanding.

"Ed, for the love of Mike, hold up, H-O-L-D U-P! You are coming too fast. Now don't get me wrong. Your questions are alright, but if I attempted to tell you in one moment what that brand was," pointing to the brand on the hip of an old cow slowly rising to her feet. "and in the following, something about good feed plants, your mind would be so cluttered up in an hour that it would take the rest of the day for you to sort out and tie together the things you could remember. And that wouldn't help you much either, for it isn't what you are told, it's what you *learn* and *do yourself* that counts.

"Let's start in on this basis, old timer. Remember that instruction chart I put in my warbag yesterday afternoon? Well, that's got this whole range inspection job lined out for us. If we use it you will be learning one thing at a time. That's the only way one can learn, and you will be learning each thing in such a way that it will not become confused with other things that you are going to have to know and remember. Here's something strange, Ed, at least it struck me that way when I read it, until I thought it out.

"Every time we get an idea or try to think something out, that idea or

line of thought has to compete with others trying to crowd in. If you ever tried to learn something, and it was nice and balmy, and a picture of a trout pool kept coming before your eyes, you'll know what I mean. Do you get it? Well, that's why it's hard to get over some of this work, particularly out here where there are so many things to see and learn about.

"Let's see. Where were we? Oh, sure! Any questions you ask regarding range inspection that have nothing to do with the lesson of the moment will stretch out the job and probably cover something that's further along on the chart. See what I meant when I spoke of that competition? I don't mean that you shouldn't ask questions, but when you do, tie them to the thing we are discussing. There'll be lots of times during the day when we can talk of other things, but when on grazing let's keep on the line. How about it?"

Ed saw the point, and while the outfit moved steadily forward found plenty of questions to ask about the job.

After a while they reached Pine Creek pasture, the first destination. Bob opened the gate and the outfit entered. The lush growth of feed in the enclosed wet meadow was so great a temptation to the two pack animals that considerable dragging was needed to get them up to the fenced-in campsite.

"Well, Ed, here we are. We'll tie Bill and Blue outside for the time and bring the pack stock inside so we won't have so far to move the packs. Some kind man has piled up a lot of wood here. Bring your packs over here when you get them off and we'll cover them so the chipmunks can't get into 'em."

Packs were soon off and the pack animals turned loose. After arranging everything shipshape, they closed the gate and went out to the saddle horses.

"Too bad you can't be turned loose, too, old socks," Bob speaking to his horse, "but you'll get some pickings directly."

"Got your notebook handy, Ed? First, let's travel around some inside the fence, for here's where you start learning to make a range inspection."

"Before you mount, it might be a good idea to pull your saddle forward a little and tighten the cinch. Your cinch was a little loose and Blue pulled the saddle back some when he was trying to feed a while ago, when you thought your arm had been jerked off. That ought to be good; don't make it too tight."

"Let's go."

"Ed, if you were going to buy, say, a hay ranch, what would be the first thing you would have in mind?"

Ed's first thought was size, but given a second chance he said, "Land."

"That's it, land. You would want to know its condition, and what was happening to it, wouldn't you? Well, that's our first job here, examination of the land, or 'Soil,' as we have it in your notebook. For a while, then, we will learn something about soil. Before we can get anywhere, however, we have got to have something to measure by. If we are to recognize soil in different conditions we must start from some fixed point. That is why we will start here with this meadow. Let's stop for a moment. I want to be sure I'm doing this right."

Bob extracted his instruction chart from his warbag, glanced at it a moment and replaced it. With a grin, "You aren't the only one that's learning, Ed. I can make a range inspection, but teaching someone else to do it is another thing, I've found; but the old man is learning."

"First of all, Ed, and this is important, the brunt of this learning job is on you. You are the one that is to learn; all that I can do is to help. When I point something out to you it is more than just to be entertaining. Ask all the questions you want about whatever has to do with the lesson."

"Our first lesson is how to recognize meadow soil in a satisfactory condition."

"Now first of all notice this fine sod or turf in the meadow. Let's get off for a minute. Turn your horse loose, but drop the reins on the ground, as I told you the other day; he won't run off."

"There isn't a break in the whole meadow other than that little stream, is there? What does that mean?"

Ed: "It's flat?"

Bob: "No, you have to do better than that. There is more of a grade than you think. Look down the canyon a ways. See that grav snag on the side hill? What do you see just this side of it? A wash, good! What caused it?"

"Rain and snow water washing away the soil is right. Now don't we get even more water here, and yet there are no washes or gullies?"

Ed: "I get you. All this grass prevents the soil from washing away. I should have known that to begin with."

"That's it, Ed. Now we will see why the sod prevents the soil from washing."

Bob then cut out a small section of the sod and directed Ed's attention to the spongy-like network of roots and the manner in which they held the soil. He then had Ed dig into the hole from which the piece of sod had been removed and showed him how the fine top soil was composed of dead vegetative matter in mixture with the mineral soil. "This is fine, rich soil, Ed. This vegetative matter is what is called humus. You probably know that already. Mixed with the mineral soil it makes possible this fine growth we see here."

"All right, let's walk over to the stream; we'll leave the horses here." After a moment, "Now look up and down the stream and describe it to me."

Ed: "It's about 2 feet wide and," excitedly, "gee! There's fish in it. What was that, a trout? Golly! I'll bet it's easy to catch them here. There's another. I never thought of fishing tackle; did you bring any, Bob?" Then catching the quizzical grin on Bob's face: "The water is clear but seems darkish, and it's deeper than I thought," poking his bared arm down into the water, "and the banks seem to grow out over the water—that must be because the roots gradually extend out over the edge, and Jimminy! these banks are wet. Look at my knees—I didn't think they were that wet. Anyway, Bob," rising to his feet, "those were the first mountain trout I ever saw."

"Sure, Ed; don't be so serious. It was funny, and that roll of canvas in"

my pack contains fishing outfits. This evening we will try them out. That description is all right except you didn't mention whether the current was fast or slow. It was quite fast, wasn't it? Now, what does it all mean to you, Ed?"

With some guidance Ed learned that in spite of a swift current there was no wash of the soil; that the network of roots below and turf above prevented the banks from breaking down; that vegetative matter in mixture with the mineral soil actually did constitute a sponge-like mass.

After making a thorough inspection of the meadow, Bob and Ed enter in his notebook the evidences of the good soil condition found in the pasture.

Ed had a number of questions to ask about the make-up of soil, for he had noticed that morning soils of several different colors. Bob suggested waiting a few minutes, as they would be where he could show one reason for difference in soil color.

The two men left the pasture and rode down stream a half mile to another meadow that was in sharp contrast to the one just left.

"Ed, I want you to tell me what the situation is here as compared to the pasture. Before doing so we'll ride around a little so you can have a chance to make more than snap judgment."

After a while Ed was ready to make some observations on what he saw. "First of all, Bob, the sod seems different. It's in patches instead of being complete, and the grass and other plants aren't the same dark green as above. The soil, too, is lots lighter in color. The creek is altogether different. That's about—all there is another thing. I don't believe there's any humus, anyway, where there isn't any sod. The soil isn't as fine as back in the pasture."

"That's fine, Ed. You have pictured sheet erosion taking place, which is our lesson. The first lesson was to determine when soil on a wet meadow is in satisfactory condition. We have done that. Now we are learning to recognize where conditions are not so good. We call this sheet erosion because the entire surface is losing out. Later on we will take up gulley erosion.

"You are doing well. You are not only learning differences between two meadows, you are learning to observe. And after all, observing is a mighty big part of our job."

Ed blushed with pleasure from this praise, for he knew it was sincere.

"Let's get down here and take a closer view of things. After you are finished with this course you will be able to size up the country as you ride along, but until you reach that stage we won't take any chances of skipping something. Let's forget the creek for the moment, that tells a story of its own.

"Dig up a chunk of sod from that patch, Ed, and let's look at it."

After Ed had followed instructions he was asked to compare it with the piece of sod he had first examined.

"There is not much left above the roots; those cows over there," pointing to a bunch under a little grove of aspen that extended out into the meadow, "must have eaten all the grass off around here. Do those ground squirrels over there," indicating a large colony above and to the right, "have anything to do with this, too?"

"They sure do, son, and I'm glad you noticed; but let's leave the animals until later. What we want to do first is to recognize erosion in its various stages, then we can discuss causes and remedies."

"Confound it, Bob, I'm always jumping ahead. Bawl me out the next time I do it."

"Not on your life. That was a good question, and it showed you were thinking. If we'd gone off on a tangent and talked about ground squirrels, that would have upset the apple cart. Go ahead now with that comparison."

"Well, the sod's thinner; that is, the growth isn't as thick, and there doesn't seem to be as many roots, and they certainly are shorter and don't make as much of a mass as that first bunch we saw."

"What does that mean, Ed?"

"It looks as though this sod, being thin, doesn't hold back the water like that first did, and that it breaks easier. There isn't much moisture in it, either."

"Good. Now, Ed, look here. see this," and Bob scuffed the surface bare of growth with his foot. "Observe the absence of humus. Do you really see there is none? Pick up some of the soil. How does it look? No signs of decomposed vegetative matter at all? All right. This soil is the same you saw above in the pasture. but this is leached out, the vegetative matter is gone with the valuable top soil. Notice how the patches of sod seem a little higher than the ground level? That shows that the top soil is about gone or going fast. This raw coarse surface proves it. Look down there where that row of old fence posts is. Notice the soil banked around the upper sides? Wind and water have carried away the surface soil where the sod has been broken and some has banked against the posts. That's further evidence of sheet erosion.

"A word now as to soil colors you mentioned a while back. This is the same subsoil as that in the pasture. That up there gets its black appearance from the humus, which has disappeared here due to wash and leaching, so the color is that of only the mineral, inorganic soil, and is therefore lighter in appearance. There are various reasons for soils being different in color; iron in the soil gives it a reddish appearance, limestone soils are white, and so on. We'll get a book on soils from the Regional Office library when we get back which ought to give us some interesting dope.

"Before we go on, enter in your notebook evidences of sheet erosion on Hall's Flat. That's the name of this place. Used to be owned by a man named Hall, who had a fence around it in the early days. Land doesn't belong to us, neither does that further down the creek where we are going next. This erosion going on here is not the final stage, but it's pretty serious just the same. Later on you'll learn to recognize the process when it's first starting, but that's asking too much right now. Come on, let's head down to lesson number three."

In a short time Bob and Ed reached another extensive meadow. After they had ridden over part of it Ed was again called upon to compare its appearance with the one they had just left.

Ed: "The soil here seems to be like that up on Hall's Flat. What do you

call this place, Bob?"

Bob: "Lower Flat; it used to be called Hall's Lower Flat. Here it is on the map. Go ahead."

Ed: "There isn't any sod except little patches here and there and scattered plants sticking up on tiny hills. I don't believe there is any humus in this soil. This place isn't as good as Hall's Flat."

"Ed, look at the surface of the soil again. Look closely, now. Is it the same?"

"It looks the same to me, Bob, except it's coarser. Do you mean these pebbles? Y-e-s, it is different, some."

"Let's get down and take a closer look. When you see these pebbles, Ed, and this coarse, raw dirt it means that more of the soil surface has been removed than was the case up above. These pebbles, so far, have been too heavy to be blown or washed away. The men from the Forest Experiment Station would call this the erosion pavement. When you see the erosion pavement it means that soil depletion is pretty far advanced. Those little hills you mentioned are called plant hummocks. The plants have managed to hold on because of deep root systems and soil has piled around them, just as it did around those posts on Hall's Flat.

"Here's another thing you want to observe, Ed. See here!" Bob stooped and showed Ed where the soil had disappeared, leaving exposed the root collar of a plant. "That's called the root collar, and it's further evidence of soil depletion."

"You did well, Ed. Get the points you have just learned in your notebook and we'll go down to the creek."

Ed was beginning to appreciate by this time that considerable system was being shown in his instruction, and that a kindly patience was being displayed in fitting him for his job. His respect and liking for his boss warmed to a higher degree. He tried to put his feelings into words.

"Bob, I've sure learned a lot already, and it's mighty decent of you to take so much trouble in teaching me. I'm certainly going to try and profit by it."

"Sho, Ed, that's all right! Don't thank me, it's part of the job. Sometimes you may think me nutty when I call your attention several times to the same thing, but that's to be sure you get it. I've found that being sure is the only way to train. The only difference between your training and what I got is that I had to go pretty much on my own, while you have somebody to direct yours. I made up my mind that if I had anything to do with it no one I was responsible for would ever follow that hit-and-miss, trial-and-error way of learning the job that I had to. I want to prevent you from making many of the errors I made. The way you are taking hold is making it easy for me, so it isn't all on one side. Let's mosey."

Bob purposely followed a cow trail down to where other stock trails centered at a favorite watering place on the creek. He had refrained from asking Ed to observe anything, as he planned to ascertain just what his assistant

might notice without guidance. After watering the horses, they crossed the creek and rode a short distance to the summit of a knoll. From here could be seen a considerable length of the creek, with its tributary arroyos. Just below them was a deep wash that entered the creek.

"Ed, what did you see coming over here?"

Ed: "I saw a lot of trails joining the creek about where we crossed. Some of them were worn deep. The banks of the creek were pretty steep, and in some places they were breaking down. I guess the soil is washing away pretty fast here, isn't it, Bob?" Then, without waiting for an answer: "It must be, for where the horses watered it was almost all rock."

"So far, fine, Ed. Now tell me this: Is erosion getting worse or is it beginning to stop?"

Ed looked a little blank at this, but ventured the opinion that it was getting worse. When asked why, he had to give up. "Do you see those roots protruding from the far bank there, Ed? Notice how straight up and down the bank is at that point. When heavy water comes down it cuts in there and carries away all the bank that slumps down. Those exposed roots indicate that the bank is still cutting back. Now over there," pointing in another direction, "the bank has broken down because it has been undercut by the current. If you look along the creek you'll see a number of places where the bank's caving, others where it's straight up and down. Let's ride down a ways and take a closer look."

After going a short distance they stopped where the bank was breaking down. Bob showed Ed how to recognize the sluffing-off process, and then called his attention to where scouring in the stock trails had started new arroyos.

"I brought you down a steep stock trail, Ed, to see if you would notice what was happening."

"Gee! Bob, I did notice some of those places that looked like little canyons, and wondered if they had been trails that washed out. Are they?"

In this wise Bob continued his instruction in erosion, working back to camp by going up a lateral ridge towards the main divide. Overgrazing lower down made it necessary for him to go rather high before he could find an area on the side slopes where soil conditions were satisfactory. Here, as on the meadows, he taught Ed how to recognize good conditions preliminary to teaching him to know various stages of soil depletion occurring on side hills.

Instruction having to do with soil was not completed, however, until Ed was taken to an area where the erosion process had stopped, and taught to recognize betterment of conditions. He had become so used to seeing erosion in a state of acceleration that Bob's guidance was needed.

"Bob, I feel foolish. I should have known that anything growing in stock trails and in gullies would indicate that the soil had stopped washing, and that over there, even though the banks had broken down, the absence of scouring in the bottom indicated that a leveling-up process was going on."

"Don't worry, Ed, you are making good progress. I know how you feel.

but you can't expect to get it all in a day. This thing of seeing and interpreting what you see takes a little time."

That afternoon found the District Ranger and Ed back in the pasture. It was here that Ed was to receive his first lessons in recognizing range plants. The pasture had been lightly fed after it had gone to seed, but the growth was still rank. There would be no difficulty in distinguishing individual plants.

"Ed, can you tell me if there has been any feeding of this year's growth?"

Ed: "Yes, there has; the tips of all this grass," pointing to grasses, sedges and rushes indiscriminately, "have been nipped off."

Bob: "Good! Now suppose I asked you to show me how this looked," pulling up a Timothy plant, "when it was in seed?" Ed, after a moment's hesitation, pulled a complete plant from under a clump of willows which had protected it from cropping. Bob was outspoken in his praise. "That's fine, Ed. You'll find occasion to do that more than once before we're through—that's observation."

Ed was much pleased with the praise. "Of course, Bob, I don't know the names of these," then startled by the thought, "have I got to know all the plants I see?"

Bob laughed: "I was wondering when you'd happen to think that this meadow wasn't like the lawn down at the station." The lawn at the station had but one variety of grass in mixture with white clover. "No, you won't have to learn to recognize all of them unless you become interested enough to do so. You'll have to learn the principal ones, though, but for the time being you will only have to learn a limited number."

Ed breathed easier. Under Bob's direction he first gathered specimens of bluegrass, timothy, round and flat rushes, and sedges. He had two specimens of each, one cropped and one complete. Differences in appearance of the various species were so marked that Ed had no trouble in distinguishing one from another, but nevertheless Bob made him note height, form, stem, seed pod and other characteristics of each. Then the specimens were discarded and Ed was called upon to point out the growing plants as Bob called their names. Bob still wasn't satisfied. It was only after they climbed through the fence and Ed had learned to recognize the plants when there wasn't much of them left above the ground to observe that Bob took up the next lesson. As in lesson one, Ed was conducted through all the other lessons having to do with plants. After each was a review of those that had gone before. This required another trip up the side hill.

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That night Ed found it difficult to go to sleep, in spite of being dog tired. His mind had been too active all day to slow down at once. Several things that had perplexed him somewhat during the day were now becoming clear. One thing was certainly evident, and that was why Bob had been insistent upon keeping in line with the course as outlined on the training chart. He could now appreciate fully that if all the random questions he had desired asking had been answered, instead of the organized knowledge he had secured, he would have had but a disorderly smattering of ideas of limited value. He

could also understand now why they had made two trips up the side hill. At the time he thought one would have been sufficient, but it was evident that if the two courses of lessons involving soil and plants had been mixed he would not have the clear understanding he now possessed. Another thing that had worried him was out of the way. He had fancied that it would be necessary to know the Latin names of the different plants and be able to describe their characteristics in botanical language. Then it occurred to him that Bob had never used an expression that he couldn't understand. "He sure is a fine chap," was his thought. It dawned upon him that Bob had not only helped to increase his knowledge, but had also helped him to develop some new abilities.

The horses suddenly stopped feeding; he hadn't realized that he had been unconsciously listening to their cropping until they stopped. Way off there was the keen whimpering of a coyote. A moment and the horses started feeding again, and—

"How about rolling out, young feller?"

Ed jumped up: the sun was just edging over the ridge. "Why didn't you call me earlier, Bob?" Another day was beginning.

After breakfast and morning chores, the horses were saddled and Ed's training continued. He was surprised to discover that he still had to learn something more about the plants he had been taught to recognize. It developed that he had to learn to recognize their condition as well as their appearance. But this was not all; he found he had to combine his knowledge of vegetative growth and soil in order to judge range conditions.

The lessons did not prove difficult in light of the training he had received the previous day. Ed thought them easy, but several days later, when Bob made him pass on a range without assistance, he found that his judgment was a bit wobbly. He was told, however, that his size-up was good, and that a little experience would strengthen his judgment.

After the lessons involving condition of growth and range, lessons which were taught in the same thorough way as those of the day before, Bob told Ed they were ready to learn something about cows, and how they should be handled on the range. Bob had planned their route of travel in order that Ed's first instruction in range management would be on a properly handled range. This involved crossing the divide and through a drift fence onto an adjoining watershed. A quarter of a mile beyond the fence they ran into a bunch of 10 or 12 cows. Some were lying down, others standing. The appearance of the ground indicated that it was a favorite bedding place.

"Notice how gentle these cows are, Ed? The fellow that uses this range sure knows how to handle stock. Let's stop here a moment to give you a look at these earmarks and brands. Get down and I'll show you how to read the earmarks and brands you'll find on this range."

Resting on his heels, Bob continued his instruction by drawing outlines of earmarks and brands in the soil.

"Ed, I'm going to teach you to read earmarks first. A good part of the district is brushy, and you'll see five times as many earmarks as brands. A

cow will face you, and when she is in the brush you can't see her brand, but you can generally see her ears. There are only two different earmaks represented here among these cows. When we get further down we will find some more. That old girl half-way facing us that's lying near the outcrop has a swallow fork to the left and an underslope to the right. See how they are made?" And with his stick he pictured the earmarks on the ground. "The big heifer by the tree has a crop to the left and a 'pointer' to the right," and again the stick came into play. "What they call the pointer is really an overslope and underslope. Suppose you put those earmarks in your notebook, but not under the Pine Creek Range. This is on the Austin Range. Put them like this," and Bob showed him how to arrange them to facilitate tallying.

"We'll have to hurry, for they aren't used to people afoot. They are about to vamoise. Try and count 'em by their earmarks. I'll give you the brands later." Ed ran towards them in his haste to make a count, with the result that they broke into a run and went off down the side hill.

"Well, you've learned a lesson that wasn't in the book. If you had gotten on your horse you could have ridden close to them without scaring 'em away, but no self-respecting cow critter is going to let a fellow like you afoot any closer than you were. You never want to be abrupt when you are handling stock of any kind. How many did you tally?"

Bob then sketched the brands for Ed and had him enter them in the notebook, with the tally. Ed hadn't done any too well in this matter of tallying.

"Ed, I want you to tally all the stock you see as we go along, both by brand and earmark, unless it ties us up too long. It's good practice for you. Wherever you see a brand and earmark that doesn't belong to the range on which you're riding be sure to note it, for it may mean trespass, or anyways a stray that someone may be looking for. Notice that cow with the odd white mark on her side? It looks like a harp. Think you'd know her again if you saw her? It pays to know these markers sometimes."

It was one of the most interesting days Ed ever spent. While Bob followed religiously the set-up on his instruction chart, he illustrated the lessons and instruction points from his own experience, but not to the point where his story overshadowed the lesson. Ed learned that a cowhand played more part in the economic scheme than one would judge from the film portrayals of western range life.

Ed's instruction in the fundamentals of range inspection continued through the next day. Bob was as careful and thorough in following the order of instruction outlined in his chart at the end as he had been in the beginning. By the end of the third evening Ed was thoroughly grounded in what had been taught. The foundation had been laid, and Bob from then on could talk in terms of range management with the knowledge that he would not be talking over his assistant's head. It must not be assumed that Ed's training ended here. It continued throughout the trip, but not in as formal a manner.

Ed's training was not the only benefit derived from the work of the first

three days. Bob had arranged his route so that at the end of this initial training course he had completed the inspection of two ranges. His main desire, however, was to fit Ed for making fall inspection of several ranges which presented few difficulties, both as experience for Ed and to afford himself time for other work.

At the end of that third day Bob, for the first time, talked as a lecturer. His lecture, however, was brief and tied directly to the work of the three preceding days. In closing he said:

"Ed, you can now appreciate the necessity for systematic observation if your judgment of range conditions is to be worth anything. That is one of the first things a Forest Officer must learn if he is to be successful in his work. This applies to every field job, as well as to grazing.

"You have learned how to judge condition of soil, of vegetative cover, and the management of cattle on the open range. Undoubtedly you have been forming in your mind certain relationships of these, one to the other. The thing to realize is that soil depletion on the range is usually caused by overgrazing. I won't mention fire now, because that will come up at another time. I'm speaking only of the range and its use. Too heavy feeding and trampling starts or accelerates the washing away of the valuable soil. As this disappears the best feed plants go and are succeeded by plants of little value, generally annuals. With the loss of feed plants goes a loss of carrying capacity. Unless the number of cattle on the range is reduced it means that the same number of stock which subsisted on the forage when it was more plentiful and valuable is now grazing on a lesser amount, and thereby causing further damage both to the vegetative cover and to the soil. Unless this condition is changed by reduction or removal of stock, the overgrazing continues to an increasing degree, which in turn creates a more rapid loss of the soil, and eventually barrenness will result. We not only lose this soil and feed, we lose grazing fees by a reduction in the number of stock, and the stockman loses because he is unable to graze the same number that he formerly had on the range. You can understand, therefore, that our first concern must be the soil. When it goes, other values go, too.

"As soon as we notice something happening to the soil we should think in terms of cause and remedy. We know what the effect will be unless remedial measures are introduced. The remedies we have available are reduction of stock, fencing, intensive herding, and the use of check-dams. Ordinarily, however, when we have to introduce measures of this kind it is an evidence of poor range management. These measures are usually costly both to the stockmen and to the Service. Sometimes, in spite of all we can do, they cannot wholly repair the damage already done. There are other losses, however, that can ensue from poor range management, with its resultant overgrazing and damage to growth and soil. We have already seen the stunted reproduction of pines and firs resulting from browsing by stock lacking sufficient good feed. It may appear to be a small matter when these little fellows," pointing to the young growth, "are nipped here and there, but in the aggregate it can mean a considerable percentage of future forest growth retarded or destroyed. Another source of damage is to recreation. Visitors coming into the mountains

resent having to go into public camp grounds which cattle have been using for bedding grounds, or finding range stock in the tourist pastures.

“With good management all this can be prevented and conflicts among activities reduced to a minimum. It is our responsibility to iron out such conflicts, but more important still, to prevent them.”

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